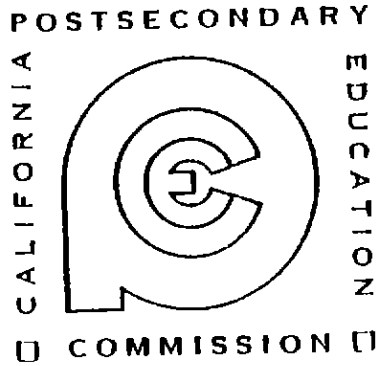
PROGRESS REPORT ON SEGMENTAL RESPONSES TO THE COMMISSION'S RECOMMENDATIONS REGARDING REMEDIAL EDUCATION



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

PROGRESS REPORT ON SEGMENTAL RESPONSES TO THE COMMISSION'S RECOMMENDATIONS REGARDING REMEDIAL EDUCATION

A Staff Report to the California Postsecondary Education Commission

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
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INTRODUCTION

In January 1983, the California Postsecondary Education Commission unanimously adopted its report, Promises To Keep: Remedial Education in California's Public Colleges and Universities, culminating work begun by staff nearly two years earlier on the topic of student underpreparation for college. In that report, the Commission sketched the dimensions of the remediation problem, including its history and definitional difficulties, described remedial efforts in the University of California, the California State University, and the California Community Colleges, and set forth 17 recommendations to provide statewide policy on the appropriate role of remedial education in public postsecondary education and "a comprehensive strategy" for the three segments to follow in providing remedial courses and services. Although each of the 17 recommendations was developed to stand alone, the Commission noted that "their strength lies in the clear and strong links among them."

In the intervening year and a half since the adoption of Promises To Keep, the Commission's recommendations have been widely debated and discussed. This discourse has been fueled by several national reports calling for a return to excellence in the country's schools and colleges and by numerous initiatives which have set the stage for change in California education. The following pages list each of the Commission's 17 recommendations and describe the actions taken by the segments in response to them, so that the Commission may adjudge segmental progress in implementing the recommendations and determine its own future course of action.

Appendices A through D contain materials submitted to the Commission during the past year in response to several of the recommendations.

RESPONSES TO RECOMMENDATION ONE ON UNIVERSITY AND STATE UNIVERSITY PLANS FOR REDUCED REMEDIATION

The Commission's first recommendation called on the University of California and the California State University to develop plans to reduce their remedial activities within a five-year period:

> 1. That the University of California and the California State University each develop by no later than March 1, 1984, a plan whose goal is to reduce remedial activities in reading, writing, mathematics, and English as a Second Language within a five-year period to a level consonant with the principles of both quality and access as determined by each segment. In developing such plans, the segments should take into account the anticipated effects of increased admissions requirements and the steps taken by the high schools to improve student preparation. These plans shall be transmitted to the California Postsecondary Education Commission for review and comment (p. 102).

RESPONSE OF THE UNIVERSITY OF CALIFORNIA

Following a review by its own campuses, the University of California submitted to the Commission this past March a report on the status of remedial instruction within the University, which is attached as Appendix A. This review, undertaken by a University-wide committee of faculty, administrators, and staff chaired by James Albertson, Associate Vice President - Academic Affairs, considered six issues (p 3):

- The nature and present level of remedial instruction in the University of California;
- The appropriateness of these activities to the University's mission;
- The consequences of a substantial reduction in remedial instruction;
- Possible alternatives to meeting the remedial needs of UC students in both the short term and long term;
- Ways in which the University can work with high schools to improve students' academic preparation and thereby reduce the need for remedial instruction; and
- The feasibility of having high schools and community colleges assume a larger responsibility for providing the remedial assistance necessary to prepare students for work at the University.

As can be seen in Appendix A, the University's report begins by addressing the nature of remedial instruction, its increased levels at the University, and the reasons for this increase. It then moves into the question of reducing remedial instruction and states that "while a reduction in remedial instruction is desirable, a drastic reduction within a short period of time would have a number of undesirable consequences" (p. 8). Among the consequences it cites are a loss of flexibility in the admissions process, a detrimental impact on minority and low-income students, and a weakened curriculum

The report observes that transferring all or part of remedial instruction to the Community Colleges may be thought to be a short-term solution to reducing remedial instruction in the University. However, the University is clearly ambivalent on the matter. The report narrative reads (p 11)

> Such cooperative arrangements . . . are not a practical solution to the total problem of student underpreparation at UC because Community College courses do not necessarily have the same content nor are they necessarily taught at the same level as University courses, even if specific articulation agreements are reached

In contrast, one of the University's recommendations specifically directs its officials to "encourage experiments in providing remedial courses through the community colleges, expanding such courses where warranted" (p. 11).

The University believes that the need for remedial instruction among University students can only be reduced in the long-run by improving high school preparation and that the University can help in this regard by defining what is expected of entering students and by working with high schools to improve curriculum and teaching quality. The report enumerates a number of University programs, many of which have been in existence for some time, to effect these goals, such as, the California Writing Project, the EQUALS program, the Cooperative College Preparatory Program at Berkeley, Project RADIUS at Irvine, and the University's participation in the California Round Table on Educational Opportunity The report states, however, that "there are limits . . . to what the University's efforts with the schools can accomplish . . and limits to what the schools themselves can accomplish. . . . (p. 19)

Despite this caution, the major thrust of the report is the University's work with the public schools, with five of the ten recommendations contained in the report emphasizing such cooperation:

> Recommendation One: The University, through the Academic Senate, should continue its work toward establishing common standards for remedial courses on all campuses and toward seeking solutions to the problem of student underpreparation (p. 6).
>
> Recommendation Two: The University and the community colleges should cooperate to increase the number of students transferring from the community colleges and to improve academic preparation of these students (p 11)

Recommendation Three: The University should encourage experiments in providing remedial courses through the community colleges, expanding such courses where warranted (p. 11)

Recommendation Four: Building on the work of faculty in English and mathematics, the University should extend its work in defining expected standards of academic preparation to other disciplines (p. 14).

Recommendation Five. The University should expand its work in developing and administering diagnostic tests to assess students' academic preparation. It should also work more closely with the high schools, discussing the results of University-administered diagnostic tests and encouraging the schools to administer diagnostic tests at points early enough to allow correction of students' academic deficiencies before they enter the University. Funding of these activities should be secured from the State (p. 14).

Recommendation Six: University campuses should continue and expand cooperative, intersegmental partnerships with high schools and community colleges to improve the preparation of incoming freshmen and transfer students (p. 18).

Recommendation Seven: Faculty and administrators in the University's Schools of Education should be encouraged to play a leadership role in raising standards of the teaching profession and in looking for new ways to develop quality and leadership in teachers and administrators (p. 18).

Recommendation Eight: The University, along with other institutions of higher education, should take a more active role in the accreditation process for college preparatory programs at California's high schools (p. 18).

Recommendation Nine· To prevent the University from being financially penalized for offering remedial instruction that does not carry baccalaureate credit, the State should fund enrollments in remedial courses granting workload credit only (p. 21).

Recommendation Ten: The University should reassess the preparation of entering students at regular intervals to determine changes in students' need for remedial instruction, reducing the level of such instruction when warranted (p. 21).

It may be that the University expects too much benefit from cooperative efforts and too little benefit from the clear message that would be given to the high schools if the University were to reduce remedial instruction and services. Furthermore, to say as pages 19-20 of the report do that "it is inconsistent to work toward increasing access to the University for minority and low-income students and at the same time expect to eliminate remedial instruction in the near future" is to imply that the need for

remediation is not a universal problem, contrary to the Commission's finding that underpreparation cuts across all socioeconomic, gender, and ethnic lines.

A pessimist reading the University's report might characterize it as a defense of the status quo. At best, it can be seen as a cautious approach to the Commission's call for a positive plan of action, in that the University intends to eliminate the need for remedial courses and services rather than take more active measures. It concludes that remedial instruction will be reduced only as entering students' academic preparation improves. When the need decreases, so will the University's involvement. The Commission, however, recommended a more active role for the University and the State University in reducing remedial courses and services -- urging them not only to work with the high schools but also simultaneously to begin to reduce their involvement with remediation even in the face of current need, because of the long-term benefits that would accrue from such reduction. The Commission did not call for either drastic or precipitous reduction in remedial courses or services. It rather suggested that the University and State University plan to reduce their efforts within a five-year span. Even this deadline can be subject to renegotiation if delay would serve eventual implementation.

RESPONSE OF THE CALIFORNIA STATE UNIVERSITY

A contrasting view is expressed in the draft plan submitted to the Commission in March by the Chancellor's Office of the California State University. This draft was recently reviewed by officials of all 19 State University campuses, whose responses were considered by the State University's System-wide Task Force on Remediation on July 17. It is likely that the draft will be substantially revised before it is sent to the State University Academic Senate for review and recommendations, beginning with a meeting of Senate committees on August 24, followed by full Senate hearings in September and November. Commission staff has agreed that the original March deadline should be extended to allow for this necessary consultation to occur. As a result, the following discussion of the State University's plan is based on the draft report and may not represent the segment's final position.

The State University's draft plan states that the Commission's recommendation to reduce remedial activities "is consistent with thinking in the CSU." The plan focuses not only on improving high school preparation for college and forging cooperative arrangements with Community Colleges wherever possible, but also on committing the State University to a goal of eliminating remedial programs for those students who meet admission criteria and who are recent high school graduates. The plan suggests several innovative approaches to working with the high schools and is quite realistic about the serious objections to be overcome in working with the Community Colleges, although it proposes ways to do so.

Although summary responses from the campuses indicate serious reservations about both the ultimate goal and the methods of reducing remediation, the positive tone of this initial draft indicates a basic agreement with the principles underlying the Commission's first recommendation to reduce remedial activities.

RESPONSES TO RECOMMENDATION TWO ON THE EXAMINATION OF CONTINUED REMEDIAL ACTIVITIES

The Commission's second recommendation concerned continued remedial programs and services:

> 2. That the University of California and the California State University in the interim continue to offer or make available remedial activities in reading, writing, mathematics, and English as a Second Language to the degree dictated by the needs of incoming students as determined by appropriate assessment. In the interest of better coordination and integration, each segment should examine the means by which its campuses offer remediation in reading, writing, mathematics, and English as a Second Language, in order to ensure maximum quality, responsiveness to student need, lowest cost, and least duplication. (p. 102).

RESPONSE OF THE UNIVERSITY OF CALIFORNIA

The University of California is approaching the examination of current remedial activities in several ways.

First, in November 1983, the Academic Senate reconstituted its University Committee on Subject A as the University Committee on Preparatory and Remedial Education (CUPRE), and each campus has been asked to take similar action This new committee will monitor and conduct reviews and evaluations of all preparatory and remedial education at the University. Its other duties include supervising placement examinations; working with the Board of Admissions and Relations with Schools (BOARS) to communicate the University's academic standards and requirements to secondary schools, colleges, and universities; and reporting on preparatory and remedial education to all appropriate Academic Senate agencies.

Second, the Academic Senate has voted to establish a common standard for the Subject A requirement on all campuses. This action is also allied with the Commission's interest in better coordination and integration of remedial courses and services.

Third, during a May 22 workshop sponsored by the University on the improvement of programs to assist underprepared students, participants urged that the Office of the President conduct a study to obtain up-to-date information on remedial courses and services offered by the University. This suggestion is still under advisement but would be completely in keeping with Recommendation Two.

Fourth, a thorough study is currently being conducted of English as a Second Language instruction in the University. Although this study was undertaken in response to Recommendation Thirteen rather than Recommendation Two and

will be discussed more fully later in this report, University staff believe that this examination may presage other similar reviews of disciplines which also offer remedial work as part of their curriculum.

RESPONSE OF THE CALIFORNIA STATE UNIVERSITY

In preparation for the work of its Task Force on Remediation, the California State University compiled information on the ways in which remediation is provided on each one of its campuses. It is not clear that these data have been used to achieve maximum quality, responsiveness to student need, lowest cost and least duplication, as suggested in Recommendation Two, but such an analysis may well be included in the State University's final report.

RESPONSES TO RECOMMENDATION THREE ON COOPERATION WITH COMMUNITY COLLEGES AND ADULT SCHOOLS

The Commission's third recommendation dealt with increased cooperation of the University and State University with Community Colleges and adult schools.

> 3. That the University of California and the California State University explore cooperative arrangements with institutions such as Community Colleges and K-12 adult schools to provide remedial activities in reading, writing, mathematics, and English as a Second Language (p. 102).

RESPONSE OF THE UNIVERSITY OF CALIFORNIA

As cited earlier, the University has responded directly in its report to this Commission recommendation that the four-year systems explore cooperative arrangements with the Community Colleges to provide remedial activities, although it makes no mention of adult schools. The University gives specific examples of campuses -- Berkeley, Davis, Los Angeles, and Santa Barbara -- that work with local Community Colleges to encourage their students to transfer to the University and to assist them in preparing for University work, but only two of these campuses actually have had Community College faculty provide remedial instruction for University students:

- Mesa Community College instructors are teaching college algebra on the University's San Diego campus, where ten classes of intermediate and college algebra have been scheduled for 1984-85.

- In Fall 1983, a faculty member from Los Angeles City College taught Chemistry A at UCLA.

In addition, the mathematics department at Berkeley has been working for some time to develop a similar arrangement with the Peralta Community College District.

RESPONSE OF THE CALIFORNIA STATE UNIVERSITY

In its draft report, the State University supports the principle of cooperation with Community Colleges but expresses concern over the feasibility of such arrangements. Students eligible for admission to the State University cannot be redirected involuntarily to Community Colleges under existing regulations. Other concerns involve the impact of redirection on affirmative action commitments and the need for comparability and quality control. In addition, the State University believes that the Community Colleges have little incentive to cooperate because of their enrollment cap.

In the two instances where such a cooperative effort between the segments is succeeding, the Community Colleges had not reached their enrollment maximums:

- After a pilot project in 1983-84, 12 sections of remedial writing and 12 sections of remedial mathematics will be taught by San Diego Community College District instructors to students on the San Diego State University campus this coming fall.

- In January 1983, Butte Community College faculty began to offer remedial mathematics courses for Chico State University students. The program was later expanded to include sections of pre-1A English The instructional officer in charge of the program at Butte College believes that the most important elements in making such a program work are faculty agreement, communication, and cooperation on its components He too has observed that Community Colleges that cannot serve their own students because of the cap on enrollments should probably avoid cooperative arrangements with the senior segments.

RESPONSES TO RECOMMENDATION FOUR ON ASSISTANCE TO HIGH SCHOOLS AND BOARDS OF EDUCATION

The Commission's fourth recommendation dealt with University and State University assistance to schools and other educational agencies (p 103):

4. That the University of California and the California State University assist the high schools in defining the standards for college-preparatory courses and in providing staff development through activities like, but not limited to, the California Writing Project and the California Mathematics Project. That the University and the State University continue to monitor the preparation of incoming students from feeder high schools through entry-level diagnostic testing in all basic skills areas and report such data to local boards of education, the State Department of Education, and the California Postsecondary Education Commission. (Also see Recommendation 9.)

RESPONSE OF THE UNIVERSITY OF CALIFORNIA

The emphasis that the University and the State University have placed on work with the high schools elevates this recommendation to a pivotal position. In addition to the programs already in place, which are reported on in its report to the Commission, it is anticipated that the University of California will embark on a series of new initiatives regarding outreach as a result of the work of a University-wide Committee on Student Preparation. Appointed by President Gardner last November, this Committee was charged to determine the University's role in pre-college preparation efforts and to develop a coherent plan and recommendations for future action. The Committee's report will be ready for review by August 1.

As related in its report to the Commission, the University sees its responsibility in improving high school preparation as "defining what it considers to be a truly comprehensive college-preparatory curriculum" and "expanding its role in the training and retraining of secondary school teachers and administrators and in the accrediting of State high schools " Some major accomplishments already achieved in these areas include the Statement on Competencies in English and Mathematics Expected of Entering Freshmen prepared by the joint Academic Senates, the joint Mathematics Diagnostic Testing Project of the University and the State University, through which 74,000 high school students were tested last year so that their skills could be diagnosed and strengthened before they finished high school; Subject A diagnostic testing in the high schools; the California Writing and Mathematics Projects through which secondary and elementary school teachers improve their own skills during summer institutes on University and State University campuses; and the booklet, Futures. Making High School Count, prepared by the California Round Table on Educational Opportunity.

The University's report describes its expanded role in the training and retraining of educational administrators only in the most general terms, with no specific programs proposed. Regarding accreditation, the University's Board of Admissions and Relations with Schools (BOARS) has endorsed the Commission study that recommends greater participation by higher education in the accreditation process and is reassessing its own role in this regard

RESPONSE OF THE CALIFORNIA STATE UNIVERSITY

The State University has been involved with the University of California in many of the initiatives described above the Statement on Competencies, the Mathematics Diagnostic Testing Project, the California Writing and Mathematics Projects, and the Futures booklet. The State University now proposes in its draft plan to augment these activities and improve high school preparation in the following ways:

- Increase course requirements for admission beginning Fall 1988 and explore establishing a common course pattern for all California students aspiring to a baccalaureate degree.
- Review courses certified as college preparatory to assure consistency with CSU definitions
- Sponsor diagnostic tests in high schools in math beginning Spring 1985 and in writing beginning Spring 1986.
- Test students' mastery of basic skills prior to matriculation and encourage pre-college remediation, beginning Fall 1985.
- Expand existing reports to high schools on their students' grades and performance on basic skills tests and in the freshman year beginning Fall 1985.
- Provide assigned time for faculty to consult with districts who wish further explanation of student performance data beginning Fall 1985.
- Encourage, beginning Fall 1985, curricular frameworks and text selection for college preparatory courses that are consistent with stated competencies for college.
- Expand opportunity for high school faculty to improve their understanding of and ability to teach college preparatory courses beginning Fall 1985.
- Raise standards for performance in writing and the teaching of writing for CSU teacher credential candidates beginning Fall 1985.

To assist the segments and the high schools in their efforts, the Commission is proposing to study the student information collected on first-time freshmen,

the process by which it is returned to the high schools, and the use made of it there to improve the curriculum and enhance the academic preparation of college-going students

RESPONSES OF THE COMMUNITY COLLEGES TO RECOMMENDATIONS FIVE, SIX, SEVEN, EIGHT, AND NINE

The Commission addressed its fifth through ninth recommendations to the California Community Colleges and their Board of Governors (p. 105).

5 That the California Community Colleges continue to be considered in the long term as the primary postsecondary provider of remedial courses and services in reading, writing, mathematics, and English as a Second Language in the State in addition to their academic, vocational, and community service functions.

6. That the Board of Governors of the California Community Colleges establish an academic floor below which instruction would not be offered. That they redirect students below this level to the adult basic education program operated either by the local community college or school district. A reasonable period of time should be allowed before this floor is instituted.

7. That the Board of Governors of the California Community Colleges take steps to ensure that all Community College districts establish comprehensive assessment/placement, advising, and follow-up programs to ensure adequate progress of remedial students. (Also see Recommendation 14.)

8. That the Community College districts enter into delineation of function agreements with feeder high school/districts within their boundaries regarding preparatory activities and courses in reading, writing, mathematics, and English as a Second Language; such agreements may include cooperative arrangements for serving underprepared adults. The articulation agreements shall be transmitted to the Board of Governors

9 That the Board of Governors of the California Community Colleges work with the University of California and the California State University to assist high schools in defining the standards for college-preparatory courses and in providing staff development through activities like, but not limited to, the California Writing Project and the California Mathematics Project. That the Board of Governors of the California Community Colleges encourage the Community College districts to monitor the preparation of incoming students from feeder high school through entry-level diagnostic testing in all basic skills areas and report such data to local boards of education, the State Department of Education, and the California Postsecondary Education Commission. (Also see Recommendation 4.)

The California Community Colleges' response to these recommendations of the Commission is largely embodied in the work of the Chancellor's Task Force on Academic Quality. Because the work of the Task Force concerns several interrelated issues, all five of these recommendations are considered together, rather than singly.

The Task Force was appointed by Chancellor Hayward in April 1983 and is composed of administrators, faculty, students, and trustees from a diversity of Community Colleges throughout the State. Chancellor Hayward charged the Task Force to establish standards of rigor for courses appropriate to the associate and baccalaureate degrees; to define the role of the Community Colleges in providing remediation, including the concept of an "academic floor"; and to define and consider the usefulness of the concept of "matriculation," whereby students might be assisted to make appropriate educational choices and to succeed in reaching their goals. The Task Force immediately divided into three subcommittees relevant to each of these tasks. Although preliminary work has been completed on each item, much of the effort in the last nine months has focused on matriculation, which responds specifically to Recommendation Seven and relates as well to Recommendation Nine.

The primary purpose of matriculation is "to assist students in achieving their educational objectives within the framework of the colleges' missions," and the process developed by the Task Force to effect this purpose consists of six components: (1) application for admission, (2) orientation, (3) pre-enrollment assessment and educational planning, (4) academic advisement/ counseling and course selection, (5) follow-up on student progress, and (6) institutional research and evaluation. The Board of Governors approved the report on matriculation in April 1984 and legislation soon was introduced regarding the plan (AB 2638 - Campbell and SB 1703 - Seymour). These bills are currently pending in both houses, and the Legislature will continue its deliberations on them when it reconvenes in August.

The Commission supports matriculation because it would establish comprehensive assessment/placement, advising, and follow-up programs on a wide scale to ensure adequate progress not only of remedial students as Recommendation Seven requires but of all students. The establishment of basic skills testing and other assessment on such an extensive scale may also provide the impetus for Community College districts to report the preparation of incoming students to feeder high schools so that secondary school curriculum may be changed and academic preparation improved, as suggested in Recommendation Nine.

Working with the high schools is still a relatively new concept for the Community Colleges. The Academic Senate, together with Senate colleagues from the University and State University systems, jointly developed the aforementioned Statement on Competencies. In addition, a few colleges are working with their local high schools to produce a better integrated curriculum between the secondary and postsecondary levels. The natural next step may be for all Community Colleges to develop delineation of function agreements with their local high schools as noted in Recommendation Eight, about which there has been no formal action.

The Commission's position in Recommendation Five that the Community Colleges continue to be considered the primary provider of remedial courses and services and that an academic floor be established (Recommendation Six) are items currently under consideration by the Task Force's Subcommittee on Remediation which will meet August 3 and plans to bring its item to the Board of Governors for information this October and for action in December.

In a preliminary draft item prepared for a March 8-9, 1984, Board of Governors meeting, which may be revised before the deadlines cited above, the Task Force supported Recommendation Five so long as Community Colleges are the primary, but not exclusive, postsecondary provider of remediation. The report stated, however:

> the Task Force would not support a premise that remediation currently provided by the University and State University should be reduced if that means that such reduction would result in a categorical, statewide shift of that responsibility to the Community Colleges and/or the adult schools.

This position contrasts with recent Florida legislation that phases remedial courses out of all colleges and universities by 1990.

The Task Force has also recommended that all institutions in a given region develop delineation of function agreements to coordinate remediation for students in that area, taking an intersegmental rather than State-directed approach to remediation.

This same preliminary draft sets forth certain steps which must be accomplished before action to institute an academic floor (or floors) can be implemented. This process of careful deliberation is entirely in keeping with the Commission's recommendation, whose primary purpose is to raise the issue for discussion, debate, and analysis.

RESPONSES TO RECOMMENDATION TEN ON ELIMINATING BACCALAUREATE CREDIT FOR REMEDIAL COURSES

The Commission's tenth recommendation concerned credit for and funding of University and State University remedial courses:

> 10 That neither the University of California nor the California State University shall grant baccalaureate credit for courses in reading, writing, and mathematics defined by the faculty as remedial in accord with each system's policy and that the award of workload credit should not affect the level of State funding for these remedial courses. Furthermore, that the University of California and the California State University shall describe the courses defined as remedial and report the number of students enrolled and the workload generated in these courses to the Commission by December 1, 1983, and during the following five years in which the University and the California State University implement their plans to reduce remediation (pp. 107-108)

RESPONSE OF THE UNIVERSITY OF CALIFORNIA

The Academic Senate of the University of California voted in Spring 1983 to deny baccalaureate credit for remedial work, beginning in Fall 1984. Senate Resolution 761 effecting this policy change reads as follows:

> No student shall be given baccalaureate credit for remedial work. Workload credit -- credit not applicable for graduation -- should be given.
>
> (A) Remedial work in mathematics is defined as work in topics from arithmetic, beginning and intermediate algebra, plane geometry, and trigonometry Trigonometry is considered remedial if taught as a separate course or taught in combination with more elementary subjects A pre-calculus course, with intermediate algebra as a prerequisite, containing topics from advanced algebra, elementary functions (logarithmic, exponential, and trigonometric), and analytic geometry, is not considered remedial. (Effective Fall, 1984).
>
> (B) Remedial work in English is defined as work designed primarily to enable students to satisfy the University Subject A requirement. Policy regarding credit for English as a Second Language will be determined by individual campuses. (Effective Fall, 1984).

Each campus has reexamined its remedial course offerings in light of the Academic Senate's action. Since courses used to fulfill the Subject A requirement on several campuses have historically included both remedial and more advanced work, some difficulties were naturally encountered Nonetheless, all campuses have acted to comply with the Senate resolution.

The current situation has left the University without funding for the remedial coursework defined in SR 761, because the State funds only those courses which grant University credit and count toward the baccalaureate degree The Academic Senate's position supporting educational rigor, then, carries with it a clear financial penalty. If the State declines to fund workload credit for remedial courses in the University, although the State does so for the State University, where no coursework to overcome deficiencies in entry-level learning skills can apply to the baccalaureate degree, the University may have to consider fees for remediation or other alternatives.

Because of the rapid-fire changes of the last academic year, particularly but not limited to the changing definition of remedial coursework, the University did not submit by December 1, 1983, the information requested by the Commission in Recommendation Ten -- a description of courses defined by the segment as remedial, the number of students enrolled, and the workload generated.

RESPONSE OF THE CALIFORNIA STATE UNIVERSITY

The California State University already adheres to the policy proposed in Recommendation Ten. In 1977, when the Legislature funded the segment's English Placement Test and the remedial courses necessary to serve the students identified by the test, it was determined that campuses could grant either baccalaureate degree or workload credit for these courses and that both would be funded by the State. In 1980, the move to grant workload credit only for remedial courses was made. Hence, the academic integrity of the State University degree is protected and the system is driven by educational, rather than fiscal, imperatives.

Last December, the State University submitted its response to the report called for in the latter part of Recommendation Ten. Its response is attached as Appendix B. Before both segments respond in 1984, however, the categories of information requested should probably be refined for all forthcoming years.

RESPONSES TO RECOMMENDATIONS ELEVEN AND TWELVE ON TRANSFER CREDIT AND ASSOCIATE DEGREE CREDIT FOR REMEDIAL WORK

The Commission's eleventh and twelfth recommendations addressed the issue of transfer and associate degree credit for Community College remedial courses (p 108)

11. That the segments examine their policies and procedures to ensure that remedial coursework not granted baccalaureate degree credit by a four-year institution also not be identified as transfer credit by a two-year institution

12 That the Board of Governors of the California Community Colleges take steps to ensure that the Community College districts examine their policies and procedures regarding the granting of associate degree credit to remedial courses.

No direct action appears to have been taken on Recommendation Eleven by either senior segment except that it is now clear for both segments which of their own courses are remedial and thus not awarded baccalaureate degree credit The question remains, however, as to whether courses from Community Colleges that the senior segments would themselves consider remedial are awarded transfer credit. At the same time, the courses deemed suitable for associate degree credit by the Community Colleges need to be redefined, ensuring that remedial courses not be granted such credit. Consideration of this point and others will be taken up by the Associate Degree Subcommittee of the Chancellor's Academic Quality Task Force, with action scheduled by the Board of Governors meeting in January 1985

RESPONSES TO RECOMMENDATION THIRTEEN ON ENGLISH AS A SECOND LANGUAGE

The Commission's thirteenth recommendation called for an examination of the field of English as a Second Language:

> 13. That the University of California, the California State University, the Chancellor of the California Community Colleges, and the State Board of Education examine by no later than January 15, 1984, the clientele, provision of services, and potential growth of English as a Second Language services as a preliminary step in the development of a coherent philosophy and practical strategy to meet both current and future need (p. 108).

Each of the three segments has made substantial progress in implementing this recommendation.

RESPONSE OF THE UNIVERSITY OF CALIFORNIA

The University's report on remedial instruction does not discuss courses in English as a Second Language because the University has initiated a major study of these courses. It is currently mailing a survey regarding English as a Second Language to all nine campuses with responses due by the end of September and compilation to be completed by mid-October.

RESPONSE OF THE CALIFORNIA STATE UNIVERSITY

The State University, through its Advisory Committee on English as a Second Language, conducted a campus survey early in 1984 and transmitted its report to the Chancellor this past June. This excellent report, which is attached as Appendix C, reveals some startling facts·

- One in ten students currently enrolled in the State University is a non-citizen, with resident aliens being the largest group.
- In Fall 1983, 22,886 resident aliens were enrolled in the State University.
- The State University's 1982-83 enrollment in English as a Second Language courses exceeded 10,000 individuals -- more than three times the number five years ago, and included visa students, resident aliens, refugees, and U.S. citizens with limited English proficiency.
- The proportion of the State University's enrollment of non-citizen students on visa, who usually must pay tuition, is shrinking, while that of its resident alien students, who potentially are exempt from payment, is growing. (This shift has implications, of course, beyond merely fiscal ones).

The State University's report discusses the potential for growth of English as a Second Language, describing such factors as political events overseas, U.S. immigration policy, ethnic population growth patterns, systemwide efforts to remedy Hispanic underrepresentation, and resource decisions by individual campuses. It identifies testing policy, faculty governance and staffing, and state support as issues to be faced in developing a systemwide policy, and it recommends that a subcommittee, composed primarily of faculty, be appointed to develop criteria and standards for baccalaureate and below-baccalaureate-level courses in English as a Second Language; to recommend means of financing; to identify appropriate clientele for English as a Second Language; and to develop a testing policy for this field.

RESPONSE OF THE CALIFORNIA COMMUNITY COLLEGES

The staff of the Chancellor's Office of the California Community Colleges prepared an agenda item, "English as a Second Language Its Scope, Role, and Definition within California Community Colleges" for the January 26-27, 1984, Board of Governors meeting in response to the Commission's thirteenth recommendation This item is attached as Appendix D. Using a telephone survey of the 20 California Community Colleges offering 90 percent of total instruction in this area, Community College staff found that enrollments had increased from the Commission's figure of 58,934 in 1980-81 to 155,320 in 1981-82, but dropped to 138,448 in 1982-83 due to budget cutbacks. With the large overall increase, future planning becomes more imperative, and the report identifies four policy areas in need of further work:

- Uniform course classification for ESL courses, both credit and noncredit;
- Determination of ADA generated by ESL course offerings;
- Determination of actual demand for ESL since enrollment figures only report the "supply" side; and
- Development of a framework for future policy.

RESPONSE OF THE STATE DEPARTMENT OF EDUCATION

In Spring 1983, the Statutory Advisory Committee asked the Commission to convene representatives from the segments as well as from the State Department of Education to discuss how the topic of ESL would be approached The first meeting was held in October 1983 where the decision was made that although each segment would proceed independently, each would keep the other apprised through continuing meetings of this Commission-sponsored group Another meeting was held in May, 1984 and yet another is scheduled for late October. Representatives from the California Association of Teachers of English to Speakers of Other Languages (CATESOL) contributed significantly to the last meeting. Although invited, the Department of Education has sent no representative to either meeting.

RESPONSES TO RECOMMENDATIONS FOURTEEN AND FIFTEEN ON ASSESSMENT, PLACEMENT, AND DIAGNOSTIC TESTING OF STUDENTS

The Commission's fourteenth and fifteenth recommendations dealt with basic skills testing and placement (p. 109):

> 14. That the Board of Governors of the California Community Colleges develop a set of alternative models for assessment/placement which individual colleges can adapt to the needs of their students. (Also see Recommendation 7.)
>
> 15. That all three segments, in the interest of improved articulation, explore with the State Board of Education and the State Department of Education the possibility of using appropriate postsecondary diagnostic tests so that high school students can be assured of consistent expectations between high schools and colleges and thus be encouraged to obtain the necessary skills before entering college.

RESPONSE OF THE COMMUNITY COLLEGES TO RECOMMENDATION FOURTEEN:

The Community Colleges' matriculation plan, discussed on page 16 above, satisfies this recommendation.

RESPONSES OF ALL THREE SEGMENTS TO RECOMMENDATION FIFTEEN

The University of California and the California State University have cooperated for several years on administering diagnostic tests in algebra and pre-calculus to high school students The tests have been conducted by both University and State University personnel with the project funded by the two systems Discussion with the State Department of Education has led to a plan of expansion for the program in 1984-85. Recent legislation (AB 2398 - Hughes) establishing the California Academic Partnership Program to be administered by the Trustees of the California State University will allow for this expansion by providing additional funding. The bill also calls for the development of a general policy for cooperative diagnostic testing of secondary students with assessment instruments commonly used by California postsecondary educational institutions.

The State University has invited the University to join in developing a diagnostic test in writing which might be administered in grade 10 to college-bound high school students and used to remedy deficiencies in grades 11 and 12. The systems will again support the development and field testing of such an examination. Although some University campuses use the Subject A examination to test students in local high schools, there has heretofore

been no cooperative effort between the two four-year segments in the matter of diagnostic testing in writing.

As mentioned earlier, working with the high schools is a new concept for most Community Colleges and therefore there has been no statewide involvement in diagnostic testing of secondary students, except through faculty participation on the Mathematics Diagnostic Testing Faculty Working Group.

RESPONSES TO RECOMMENDATION SIXTEEN ON EVALUATION OF REMEDIAL COURSES AND SERVICES

The Commission's next-to-last recommendation involved evaluation (p. 110).

> 16. That each segment develop by no later than March 1, 1984, a rigorous program evaluation model for remedial courses and services in reading, writing, mathematics, and English as a Second Language, using some common criteria and common vocabulary to ensure comparability across segments and report the implementation on their campuses in their 1985 report. (See Recommendation 17.)

All three segments delayed implementation of Recommendation Sixteen in order to participate in the Commission's project on evaluation of remedial programs funded by the Fund for the Improvement of Postsecondary Education (FIPSE). Under this grant, the Commission sponsored a statewide conference at the Asilomar Conference Center this past February 20-22. Two hundred participants from the segments, including faculty, staff, and administrators, heard nationally known experts discuss evaluation in general and the evaluation of remedial programs in particular Participants who had some experience in evaluating remediation shared their expertise in smaller workshops. The final morning of the program was devoted to each segment's developing its own plan of action for the future. Proceedings from the conference will be issued shortly.

The Commission's FIPSE grant has been continued and augmented for a second year. The additional funds will be used primarily to help institute pilot projects of evaluation models in each one of the segments and to fund the work of consultants who will evaluate the success of these projects at the year's end. It is the Commission's purpose that the segments develop their own evaluation models and methods but that cooperation occur among the segments to allow for comparability of data.

RESPONSE OF THE UNIVERSITY OF CALIFORNIA

Building on the framework established by the statewide conference, the University of California's Office of the President sponsored a workshop May 22 for University staff on improvement of programs to assist underprepared students. The Commission used FIPSE monies to help fund this conference. This workshop resulted in several recommendations.

1. The Committee on Undergraduate Preparatory and Remedial Education (CUPRE) should include a representative from a learning skills center,

2. A data base should be developed to assess the effectiveness of programs for underprepared students;

3. A fall meeting should be held specifically for those participants who work to improve math skills of underprepared students;

4. A study should be conducted to obtain up-to-date information on remedial courses and programs;

5. Funding should be provided by the Office of the President to support a University Council of Writing Programs; and

6. Information should be collected on how the mathematics diagnostic test is now being used on campuses for undergraduates and that its intended uses and how it might be used most effectively be articulated.

RESPONSE OF THE CALIFORNIA STATE UNIVERSITY

The California State University has eschewed a follow-up conference in favor of establishing a Systemwide Committee on Evaluation which will begin meeting this summer to develop evaluation designs.

A separate effort under the aegis of both the University and the State University is the Joint Projects Subcommittee on Curriculum Development in Mathematics, which will devote its principal effort during the coming year to the development of assessment criteria for remedial mathematics.

RESPONSE OF THE CALIFORNIA COMMUNITY COLLEGES

The California Community Colleges are planning follow-up to the Asilomar Conference in the form of workshops on evaluation held this fall and are surveying the field for Community College program evaluation activities already underway.

RESPONSES TO RECOMMENDATION SEVENTEEN ON FUTURE PROGRESS REPORTS

The Commission's final recommendation called for biennial reports from the segments, beginning in December 1985, on their progress regarding the other 16 recommendations:

> 17. That the University of California, the California State University, and the Board of Governors of the California Community Colleges report biennially by December 1 to the California Postsecondary Education Commission regarding each segment's progress on each of the applicable recommendations in this report. These reports shall commence in 1985; after the third such report, the Commission will determine if further reports are necessary (p. 109).

This recommendation is not yet applicable.

CONCLUSION

As illustrated by the narrative of the previous pages and by the table on the following pages, all three segments of California higher education have responded in at least a preliminary fashion to each one of the recommendations put forth by the Commission in Promises To Keep, and they appear fully committed to reevaluating the role that remedial education should play both on their own campuses and within higher education in the State.

In its report to the Commission, the University of California has neither submitted any major new initiatives nor proposed to reduce its remedial activities within the five years, as the Commission has suggested. But, the problem of underprepared students at the University is currently under study by the Academic Senate, by the University-wide Committee on Student Preparation, and by the campuses themselves. The consideration given to remediation by these committees may augment the approach taken by the University in its official response. The California State University's official final position, too, is unknown, because its report must yet be revised to reflect campus comments and then undergo intensive review later this year by the system's Academic Senate. The Commission staff believes that the work of the California Community College Task Force on Academic Quality deserves commendation and urges the Task Force to continue its efforts in order to respond to those recommendations which pertain specifically to the Community Colleges

Despite the emphasis placed on work with the high schools by both four-year segments, this approach alone is not enough to improve standards and to decrease remediation. The segments need also give a clear public message that certain competencies must be acquired at lower levels of schooling by reducing the remedial courses and services they themselves will provide. The fail-safe function in higher education can still exist for underprepared students, but that responsibility should rest largely in the California Community Colleges. Because there may even be a limit to the level of instruction offered there, the place of the adult school must also be considered in the continuum of education that begins in the kindergarten classroom.

All three segments clearly need to know more not only about what remedial courses and services they provide but also about how these activities benefit their students. The evaluation of continued remedial courses and services is needed, and Commission staff will continue to offer assistance in this regard, primarily through a grant from the Fund for the Improvement of Postsecondary Education.

The work begun by the segments regarding remedial education is obviously unfinished business, but it is business well begun. As the Commission pointed out in the concluding remarks of Promises To Keep, there must be continuing discussion if the State and its postsecondary institutions are to keep their promise of education for the people of California.

Status of Responses to Commission Recommendations on Remediation as of July 17, 1984

Recommendation	Reporting Date to Commission	Segment: University of California	Segment: California State University	Segment: California Community Colleges
1. Plan	March 1, 1984.	Submitted.	In progress for submission in December 1984	Not applicable.
2. Examine Remedial Activities	No date designated.	Work of CUPRE; New study proposed; ESL study in progress	Information acquired for task force on remediation. Data analyzed?	Not applicable.
3. Cooperative Arrangements	No date designated.	Apparent ambivalence, but UCSD/Mesa, UCLA/LACC, and UCB/Peralta cooperation in progress or under discussion.	SDSU/SDCCD and Chico/Butte cooperation in progress, and Systemwide commitment evident, despite perceived difficulties.	Reluctance due to enrollment cap.
4. Work with High Schools in Defining Standards	No date designated.	Academic Senate work plus initiatives from Committee on Student Preparation.	Academic Senate work plus new initiatives.	Academic Senate work; isolated examples of campus/ school projects
Staff Development	No date designated.	California Writing Project and California Mathematics Project.	California Writing Project and California Mathematics Project.	None to date.
Monitor Preparation of Incoming Students	No date designated.	Subject A UC/CSU math diagnostic tests	English Placement Test English Equivalency Examination Entry Level Mathematics Examination	Potential to become more widespread with matriculation
Report Data	No date designated.	Yes.	Yes.	No.

Recommendation	Reporting Date to Commission	University of California	Segment California State University	California Community Colleges
5. Community Colleges as Primary Provider of Remediation	No date designated.	Not applicable.	Not applicable.	Remediation subcommittee agrees so long as the Community Colleges are not the exclusive provider.
6. Academic Floor	No date designated.	Not applicable.	Not applicable	Under consideration by remediation subcommittee.
7. Comprehensive Assessment, Placement, Advising, and Follow-Up	No date designated.	Not applicable	Not applicable.	Will become more widespread with matriculation.
8. Delineation of Function Agreements	No date designated	Not applicable.	Not applicable.	Under consideration.
9. (See Recommendation 4)	No date designated.			
10. No Baccalaureate Credit for Remedial Courses	No date designated.	Academic Senate acted in 1983, but State does not fund workload credit.	State University action in 1980, and State funds workload credit.	Not applicable.
11. Remedial Work Not Granted Baccalaureate Credit; Also Not Eligible for Transfer Credit	No date designated.	No information.	No information.	Under consideration by AA degree subcommittee.
12. BOG to Examine Policies Regarding Granting Associate Degree Credit for Remedial Courses	No date designated.	Not applicable.	Not applicable.	Under consideration by AA degree subcommittee.

Recommendation	Reporting Date to Commission	University of California	Segment California State University	California Community Colleges
13. Examine ESL Clientele, Provision of Service, and Potential Growth	January 15, 1984.	Mailing a campus survey in July 1984.	Mailed a campus survey in December 1983 and submitted a report in May 1984.	Board of Governors' agenda item in January 1984 was designated a preliminary step.
Develop a Coherent Philosophy and Practical Strategy	No date.	In progress.	In progress.	In progress.
14. Alternative Models of Assessment and Placement	No date designated.	Not applicable.	Not applicable.	Effected through matriculation.
15. Diagnostic Testing in High Schools	No date designated.	UC/CSU Mathematics Diagnostic Testing Project. Similar joint effort beginning in writing. Subject A testing in high schools by some campuses.	UC/CSU Mathematics Testing Project. Similar joint effort beginning in writing.	No involvement.
16. Evaluation	March 1, 1984.	May 1984 follow-up conference to statewide conference sponsored by the Commission.	Summer 1984 work by the Committee on Evaluation as follow-up to statewide conference sponsored by the Commission.	Fall 1984 follow-up workshops to statewide conference sponsored by the Commission.
17. Biennial Reports	December 1, 1985.	Not yet applicable.	Not yet applicable.	Not yet applicable.

Source: Commission staff review of segmental responses.

APPENDIX A

Report on the Status of Remedial Instruction in the University of California, February 15, 1984

UNIVERSITY OF CALIFORNIA SYSTEMWIDE ADMINISTRATION

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Office of the Senior Vice President--
Academic Affairs

BERKELEY, CALIFORNIA 94720

March 5, 1984

Mr. Patrick M. Callan, Director
California Postsecondary Education Commission
1020 Twelfth Street
Sacramento, CA 95814

Dear Pat:

I am enclosing a copy of the University of California's report on remedial instruction, prepared in part as a response to CPEC's report "Promises to Keep: Remedial Education in California's Public Colleges and Universities."

As we have discussed before, this report concentrates on those activities defined by the University as remedial, and does not discuss courses in English As A Second Language. We believe that ESL merits serious consideration as a separate issue, and have initiated a major study of these courses on our campuses. I should also note that the attached report treats the evaluation of remedial courses very briefly; but we are pursuing this topic also, following up our discussions at the recent Asilomar conference.

I look forward to discussing the report with you.

Sincerely,

James Albertson
Associate Vice President--
Academic Affairs

Enclosure

cc: Senior Vice President Frazer
Associate Director O'Brien
Postsecondary Education Specialist Sallee
Director Condren

Office of the President
February 15, 1984

REPORT ON THE STATUS OF REMEDIAL INSTRUCTION IN THE UNIVERSITY OF CALIFORNIA

INTRODUCTION

The increasing number of entering University students who need some form of remedial instruction in order to undertake college-level work is a serious and continuing problem.

In 1980-81, David Saxon, then President of the University, commissioned a major study to determine the extent and nature of remedial instruction on the campuses, its cost, and possible ways of reducing the need for such instruction in the future. The study found that enrollments in courses defined as remedial by the campuses had increased substantially from 1975-76 to 1979-80, relative to the increase in entering freshmen: a 25.2 percent increase in remedial course enrollments in English and a 46.7 percent increase in mathematics, compared to an increase in new freshmen of only 9.2 percent.[1]

This trend is especially disturbing because it has affected all categories of students in the University's eligibility pool of the upper one-eighth of high school graduates, indicating a widespread decline in students' ability to do college-level work that cannot be reversed by any single solution or by focusing on particular groups. For example, 33 percent of Fall 1981 freshmen with 4.0 grade point averages (GPAs) and 49 percent of those with GPAs of 3.5 and above were held for the Subject A requirement.[2] (More detail on the characteristics of students held for Subject A appears in Appendix B.) The University has raised its admissions requirements in English (in 1981) and in mathematics (effective 1986) in an attempt to ensure that students will have the requisite academic skills. Unfortunately, increased admission requirements only ensure that students increase the

number of high school courses they complete in specific subject areas; by themselves they do not guarantee that those courses teach appropriate subject matter at college-preparatory levels. (Results of the new Eligibility Study, due late in 1984, will help us assess the effectiveness of new standards in actually defining an eligibility pool of one-eighth.)

The University of California is not alone in seeing an increased need for remedial instruction in recent years. The widespread nature of the problem within California has been demonstrated in a recent report of the California Postsecondary Education Commission (CPEC), which expressed particular concern about the increasing cost of remedial instruction in the public segments of higher education and the appropriateness of offering such courses at the postsecondary level, especially if they carry credit toward a baccalaureate degree.[3]

One of the problems in conducting a study of remedial instruction, as the CPEC report so clearly indicates, is the difficulty of defining "remedial." For the University, the definition of remedial is further complicated because remedial instruction in the University is not necessarily the same as remedial instruction in other colleges and universities. Because the University draws its students from the top one-eighth of California's high school graduates, the level of preparation expected of students in introductory University of California courses is higher than that expected of students in many other colleges and universities.

In light of increasing concern about the extent of remedial instruction required, the University has undertaken a re-examination of this issue, with particular attention to the nature of such instruction and the feasibility of reducing both the need for UC-eligible students to be given remedial instruction and for the University itself to supply it. This report presents the results of this re-examination, and is intended to respond to the following recommendation included in CPEC's report:

> That the University of California and the California State University each develop by no later than March 1, 1984, a plan whose goal is to reduce remedial activities in reading, writing, mathematics, and English as a Second Language within a five-year period to a level consonant with the

principles of both quality and access as determined by each segment. In developing such plans, the segments should take into account the anticipated effects of increased admissions requirements and the steps taken by the high schools to improve student preparation. These plans shall be transmitted to the California Postsecondary Education Commission for review and comment.

This review of remedial instruction, undertaken by a Universitywide committee of faculty, administrators, and students, considered the following issues:

--the nature and present level of remedial instruction in the University of California;

--the appropriateness of these activities to the University's mission;

-- the consequences of a substantial reduction in remedial instruction;

--possible alternatives to meeting the remedial needs of UC students in both the short term and long term;

--ways in which the University can work with high schools to improve students' academic preparation and thereby reduce the need for remedial instruction; and

--the feasibility of having high schools and community colleges assume a larger responsibility for providing the remedial assistance necessary to prepare students for work at the University.

Recommendations concerning each of these topics are included in the appropriate sections of the report and are also listed together at the end.

The Committee did not study English as a Second Language (ESL) courses in depth, both because the issue of whether these courses should be considered remedial has not been resolved and because of time limitations. Rather than attempt to take on a full-scale study of the ESL question, the Committee suggests that a separate study be done, preferably one that would look at ESL in all segments of higher education within the context of

California's growing immigrant population.

THE NEED FOR REMEDIAL EDUCATION IN THE UNIVERSITY

A. The Nature of Remedial Instruction

A major difficulty in discussing the question of remedial instruction is defining exactly what is meant by "remedial." Clearly the definition will vary from one institution to another according to academic standards, but even within the University it is hard to establish a clear distinction between remedial and University-level work.

The Academic Senate, which voted in January 1983 to deny baccalaureate credit for remedial work beginning in Fall 1984, defined remedial instruction in English as "work designed primarily to enable students to satisfy the University Subject A requirement." Remedial work in mathematics was defined as "topics from arithmetic, beginning and intermediate algebra, plane geometry, and trigonometry."[4] (The text of the Senate Resolution is attached as Appendix A.) Applying these definitions to actual courses is not always a straightforward matter, however, because courses used to fulfill the Subject A requirement on several campuses include both "remedial" work designed specifically to meet the Subject A requirement and also more advanced work in English composition; pre-calculus math courses sometimes cover subjects included in the Academic Senate definition of remedial as well as more advanced topics. The Senate recognized the problem with math courses by stating that trigonometry would not be considered remedial if taught in conjunction with more advanced topics, but the problem regarding introductory level work in English has not been similarly addressed. Each campus is presently re-examining its remedial course offerings in light of the Academic Senate's action, defining those courses offering exclusively remedial work and changing their credit status where necessary.

Although some campuses offer composition courses that are defined as remedial and carry workload credit only, others combine remedial and more advanced work in the same courses. At Berkeley and Davis, for example, Subject A courses include both

remedial and college-level work; they carry two units of workload credit and two units of baccalaureate credit. Some campuses have no courses specifically designed to fulfill the Subject A requirement, but instead offer introductory composition courses that may include some remedial work but are required of all freshmen.

The difficulty in making clear distinctions between remedial and normal introductory-level courses is one indication of an important point about the instruction of entering students: much of what is often labeled "remedial" instruction at the University might more properly be considered review or transitional material necessitated by the heterogeneous academic backgrounds of the University's student population.

Many students require some kind of transition from high school to University-level work, no matter how bright they are or how many high school courses they have taken. Entering University students commonly take mathematics and science courses that overlap with material they have had in high school as a way of reviewing the material and understanding the approach taken in their University-level courses. Some students deliberately take pre-calculus courses, judging that a review of more elementary course work will help them do better in calculus, particularly if they have not studied mathematics immediately before entering the University.

The University's current concern is not with this transitional kind of instruction, which has always been part of its curriculum and presumably will continue to be so, but with the increasing number of students needing instruction that is clearly remedial -- such as extensive review of standard English usage or of high school-level algebra and geometry.

In recognition of the complexity of the problem of student underpreparation at the University, the Academic Senate recently reconstituted its Subject A Committee as the Committee on Preparatory and Remedial Education. Among its duties, this new committee will 1) monitor and conduct reviews and evaluations of preparatory and remedial education at the University, 2) supervise placement examinations, 3) work with the Board of Admissions and Relations with Schools (BOARS) to communicate UC academic standards and requirements to the State secondary schools, colleges, and universities, and 4) report on preparatory

and remedial education to the UC Academic Council, the Assembly, and other appropriate Senate agencies. The Senate has also voted to establish a common standard for the Subject A requirement on all campuses. These actions, combined with the Senate's March 1983 resolution to eliminate baccalaureate credit for remedial courses, are all steps toward establishing more clearly the definition of remedial instruction within the University and making certain that this definition is consistent across all campuses.

Recommendation One: The University, through the Academic Senate, should continue its work toward establishing common standards for remedial courses on all campuses and toward seeking solutions to the problem of student underpreparation.

B. Increased Levels of Remedial Instruction and Reasons for the Increase

In considering the reasons for the increase in remedial instruction in recent years, it is again important to distinguish remedial from transitional kinds of instruction.

Enrollment in courses that provide a transition from high school to University-level work has increased at the University for at least two reasons. First, the enrollment of lower division students has increased substantially relative to total University enrollment. Berkeley, for example, has 3,000 more freshmen than it had in 1974, and 52 percent of the campus's undergraduates are now in lower division, compared with about 40 percent ten years ago. The percentages of lower-division students are similarly high at other campuses, averaging 53 percent throughout the University in Fall 1983. This high proportion has inevitably increased demand for introductory-level work.

Secondly, changing requirements in certain disciplines and the rapid expansion of the body of knowledge in others have contributed to increasing enrollments in transitional and introductory courses and have led to some increase in remedial courses. This change is most apparent in mathematics. More college majors require calculus than was the case a few years ago, increasing the demand for pre-calculus courses; and a much larger number of fields, including many in the social sciences

and humanities, now require knowledge of statistics and computer science. As the basic requirements for various disciplines have changed, the University has also changed its definition of what constitutes adequate academic preparation for University-level work; but information about these changes takes time to reach the high schools, and consequently many students who have taken the requisite courses to qualify for University admission do not have sufficient preparation in the mathematics needed for their chosen majors. In addition, an increasing proportion of students are choosing majors that require extensive preparation in mathematics, adding to the demand for pre-calculus mathematics courses.

Increasing demand for instruction of a clearly remedial nature, however, cannot be explained either by an increase in the proportion of students taking lower division courses or by more sophisticated disciplinary requirements. There appear to be at least two reasons why the University's students need more remedial instruction today than they have in the past.

First and most importantly, there has been a decline in the quality of academic preparation in the high schools. This decline is documented, in part, by substantial declines in scores on various tests of academic aptitude and achievement. Average Scholastic Aptitude Test (SAT) scores increased during the 1960s but then declined steadily through the 1970s among students entering the University as well as among students in California and in the nation generally. In addition, during the 1970s both the absolute number and the proportion of students scoring below 550 on the SAT Verbal and Mathematics tests increased. The California Assessment Program (CAP), which tests twelfth-grade students in reading, writing, spelling, and mathematics, has found similar declines in its test scores.[5] While it would be misleading to rely too heavily on the results of test scores, this trend confirms faculty perceptions that students today are less able to think analytically and write competently than students of some years ago.[6]

Secondly, the University's student population has changed with the admission of greater proportions of low-income, minority, and immigrant students, who are more likely than others to have come from schools with marginal college-preparatory programs or to have limited fluency in spoken and written English. Although the majority of these students are technically qualified for

admission, they are likely to have a greater need for remedial courses and services to enable them to overcome educational deficiencies in their secondary school preparation for the University. It should be emphasized that in absolute numbers minority and immigrant students are a small proportion of the total student population requiring remedial instruction; but any policy to reduce the availability of remedial instruction would have a disproportionate impact on these students.

REDUCING REMEDIAL INSTRUCTION

It has already been noted that some level of remedial instruction has existed for decades and that certain types of instruction that have come to be labeled "remedial" are a legitimate and necessary part of the University's curriculum. The problem, then, is one not of reducing all so-called "remedial" instruction, but of reducing that portion of it which clearly repeats material students are normally expected to have learned in high school.

A. The Consequences of Reducing Remedial Instruction

While a reduction in remedial instruction is desirable, a drastic reduction within a short period of time would have a number of undesirable consequences.

Eliminating remedial courses in the University would not change significantly the overall composition of the student body, but would simply force large numbers of students to attempt courses for which they are not adequately prepared. In turn, this situation could lead to the addition of remedial material to introductory courses not presently defined as such, a reduction in the content level of those courses, and an increased attrition rate. Demand for learning skills assistance would increase, adding to the burden of Student Learning Centers while removing much of remedial instruction from the direct, day-to-day supervision of the faculty.

A further consequence would be loss of flexibility in the admissions process, as it would be more difficult to justify admitting talented and highly motivated but underprepared students, even though such students would respond positively to minimal remedial instruction.

Finally, all these consequences would have an especially serious impact on minority and low-income students at a time when the University is working to increase its enrollment of these students. All population projections indicate that minorities are a rapidly growing proportion of California's population, and this trend makes the effort to increase their representation in higher education especially critical, not only to achieve equity but also to maintain the highly educated population that has been so important to California's economic development and social well-being. But if the present disparity in the quality of secondary education received by most minority students continues to exist, a larger proportion of these students will need remedial instruction. The University is working with minority groups and their secondary schools to increase the level of these students' academic preparation, and will continue to do so; but until these efforts are successful, the University must continue to provide remedial instruction for inadequately prepared minority students. Without such assistance, their admission to the University can easily become an empty promise of educational opportunity, as many will find it impossible to complete their degrees.

B. Reducing Remedial Instruction in the Short Term: Cooperating with the Community Colleges

It has been suggested by some that the need for remedial instruction in the University could be reduced by transferring all or part of such instruction to the community colleges. This could mean encouraging more students to spend a year or two in a community college before transferring to the University, or establishing programs under which students could make up specific academic deficiencies by taking appropriate courses at community colleges.

In recent years, however, the trend has been quite the opposite, as the proportion of lower-division students in the University has increased and the number of transfers from community colleges has declined. Several campuses are now working with the community colleges to strengthen their transfer programs and, in particular, to strengthen the academic preparation of students entering the University as transfer students. Other programs, on an experimental basis, involve community colleges offering specific remedial courses needed by entering University students.

The Berkeley, Davis, Los Angeles, and Santa Barbara campuses, for example, all work with community colleges in their local areas to encourage community college students to transfer to the University and to assist them in preparing for University work. Berkeley's program, called CALPREP, works with Alameda, Laney, Merritt, San Mateo, and San Francisco City Colleges to identify potential transfer students and provide diagnostic services to place them in appropriate basic skills courses at their colleges. Students who complete these courses successfully are then admitted to Berkeley as transfer students.

The Davis and Santa Barbara campuses both have counselors working in their neighboring community colleges (the three colleges of the Los Rios District and Santa Barbara City College, respectively) to advise potential transfer students on their community college course program, admissions requirements for transfer to the University, and services available to them -- including financial aid and learning skills assistance -- once they enroll at the University. These counselors, who are on the University staff but work in the community colleges, also work with the colleges' counseling staffs to encourage students to consider transferring to the University.

At Los Angeles, the Office of Academic Interinstitutional Programs (OAIP) works closely with community colleges to revitalize the transfer function. The OAIP administers the UCLA Writing Project Open Program, which has a special section for community college writing teachers, as well as three invitational institutes (Writing, Mathematics, and Science) that have community college participants. Because of an agreement with the Los Angeles Community College District, a part-time community college coordinator, formerly as English instructor at Los Angeles City College, works in the OAIP office. OAIP also

maintains several other cooperative programs with local community colleges, including a six-session seminar for community college writing instructors; "Writing Across the Curriculum," a series of seminars for teachers of other disciplines; and seminars for community college instructors in English as a Second Language, reading, geography, and political science.

In San Diego, Mesa College instructors are teaching college algebra, a prerequisite for calculus, on the UCSD campus. University students enroll in this course through Mesa College, which receives additional ADA funding for their enrollment. The Mathematics Department at Berkeley is working on a similar arrangement with Bay Area community colleges. Instructors in this case would be UC Berkeley graduate students, but the community colleges would receive additional funding from their normal sources. In Fall 1983, a faculty member from Los Angeles City College taught Chemistry A on the UCLA campus; students taking the course were concurrently enrolled at Los Angeles City College and UCLA.

Such cooperative arrangements with the community colleges can help improve the academic preparation of some students and may eventually help reduce the extent of remedial instruction in the University. However, they are not a practical solution to the total problem of student underpreparation at UC because community college courses do not necessarily have the same content nor are they necessarily taught at the same level as University courses, even if specific articulation agreements are reached. Furthermore, additional preparatory work in community college courses does not necessarily eliminate a student's need for the type of transitional work discussed earlier.

Recommendation Two: The University and the community colleges should cooperate to increase the number of students transferring from the community colleges and to improve academic preparation of these students.

Recommendation Three: The University should encourage experiments in providing remedial courses through the community colleges, expanding such courses where warranted.

C. Reducing Remedial Instruction in the Long Term: Improving High School Preparation

In the long run, the need for remedial instruction among University students can only be reduced by solving the underlying problem of students' underpreparation for University-level work, a task that requires the cooperative efforts of the University, the public schools, and other institutions of higher education. The University's responsibility includes a definition of what it considers to be a truly comprehensive college-preparatory curriculum, a curriculum which includes high school courses in the humanities, the social and natural sciences, and the arts, as well as writing and mathematics, and which ensures (to some reasonable degree) that college-bound students have the background necessary to master University-level work. The University should also expand its role in the training and retraining of secondary school teachers and administrators and in the accrediting of State high schools.

Defining what is expected of entering students.--The University's admission requirements should be stated in a manner that reflects the defined body of knowledge expected of students by the time they graduate from high school. The decline in the quality of secondary education in California, the financial and morale problems of the high schools, and the fact that students come to the University from more heterogeneous academic and social backgrounds than they did in the past are factors that have greatly reduced the utility of simply prescribing a set of high school courses to describe the academic preparation needed for more advanced work. Consequently, it has become important for the University and other institutions of higher education not only to define the line between remedial and college-level work, but also to define the body of knowledge that entering college or university students should have mastered. This is a complicated task that requires the close cooperation of secondary and postsecondary institutions.

Some major accomplishments have already been achieved in this area. Faculty at the University of California, the California State University, and the Community Colleges, under the sponsorship of their respective Academic Senates, have recently

completed detailed statements outlining the knowledge and skills in English and mathematics that college-bound high school seniors should possess. Their work has been published as the Statement on Competencies in English and Mathematics Expected of Entering Freshmen. The document, which is intended to stimulate discussion among teachers at all levels about skills requirements in their disciplines, outlines eleven writing skills and six reading skills that students should acquire before attempting to perform college-level work. It also recommends specific topics that should be covered and skills that should be acquired in secondary school courses in arithmetic, algebra, and geometry. Sample student essays and mathematics problems illustrate the kinds of skills discussed.

Definition of competencies, if it is to have any practical value, must be followed by some means of testing students to determine if they have mastered the necessary material and, if not, what additional work needs to be done. Most University campuses already have programs of diagnostic testing for entering students to help determine their proper placement in introductory courses and their need for academic support services. In addition, some campuses are cooperating with high schools to test students before they graduate.

For example, a group of UC, CSU, community college, and high school mathematics and science faculty, organized in 1977 as the UC/CSU Mathematics Diagnostic Testing Project, has developed tests in high school algebra and pre-calculus. Originally designed to place entering UC and CSU students in appropriate mathematics courses, the tests are now also being made available to high schools as a means of assessing and strengthening students' mathematics skills before they finish high school.

Last year, 74,000 high school students were tested through the efforts of faculty at UC Berkeley, Davis. Los Angeles, and San Diego and CSU Sacramento. In spring 1984, faculty at CSU Pomona will also participate in this project. This testing has been administered, and the tests corrected, by UC and CSU personnel, with the two institutions funding the project on an experimental basis. UC and CSU faculty use the test results to provide information to participating high schools about the skill levels of their students and to inform teachers and students of the two universities' academic standards and expectations. Individual students' results are also made available to their parents.

If these diagnostic tests are to be used more extensively and more effectively in the high schools, however, the schools themselves will eventually have to fund them. They will also need to revise existing curricula and/or add new courses to help correct problems identified by the examinations. Toward this end, the Project has made arrangements with the State Department of Education to seek additional funding and to make the tests available to a much larger number of secondary schools and students. Ideally, then, weaknesses in academic preparation could be corrected before the students enter college if testing programs are expanded and funded and high school curricula are revised.

The use of diagnostic testing has recently been expanded to include writing as well. At UCLA, a diagnostic composition test used for Subject A screening is administered each spring to eleventh graders to identify individual writing problems. Students who pass this examination do not have to take the test again when they enter UCLA; those who do not pass the test can make up deficiencies during their twelfth grade year. Teachers from participating high schools are trained to assist with scoring the exams and attend workshops at UCLA on the use of evaluation techniques that may bring about improvement in their students' writing.

Recommendation Four: Building on the work of faculty in English and mathematics, the University should extend its work in defining expected standards of academic preparation to other disciplines.

Recommendation Five: The University should expand its work in developing and administering diagnostic tests to assess students' academic preparation. It should also work more closely with the high schools, discussing the results of University-administered diagnostic tests and encouraging the schools to administer diagnostic tests at points early enough to allow correction of students' academic deficiencies before they enter the University. Funding of these activities should be secured from the State.

Working with high schools to improve curriculum and teaching quality.--Until there has been a major improvement in the quality of secondary education in the State, the University cannot substantially reduce remedial activities on the campuses. To do so would jeopardize the quality of its academic programs and student affirmative action efforts. While the responsibility for improving secondary education in California must rest primarily with the elementary and secondary schools and the State Department of Education, the University can play an important role, particularly in working with secondary school teachers to help them improve their teaching and curricula, in training new educational leaders through its Schools of Education, and in assisting in the process of accrediting college preparatory curricula in high schools.

In support of its belief that reducing remedial instruction in higher education is directly related to better-prepared teachers and a rigorous college preparatory curriculum, the University is making a significant investment in efforts to improve the quality of public school education in the state. The University has for some time sponsored programs designed to help teachers improve their curriculum and instructional methods. Among the best-known is the California Writing Project (begun at UC but now an intersegmental effort), which works with teachers from the elementary to the community college level in an effort to improve the writing skills of their students. The core of the program is the summer institute for teachers, in which graduates of previous institutes and University faculty work together to help teachers improve their own writing skills and their ability to teach writing effectively. These institutes are conducted at 19 sites throughout the state, including 8 University campuses, 10 campuses of the California State University, and one private institution. In addition, teachers who have completed the program offer in-service workshops in their own school districts during the academic year. Approximately 30,000 teachers have participated in Writing Project programs since they were initiated in 1973-4.

In many respects, two programs involving teachers of mathematics--the California Mathematics Project and the EQUALS Program--are modeled on the California Writing Project. The former was established in 1982 in response to the critical need for better mathematics preparation among students at all levels of education. Through institutes similar to those offered by the

California Writing Project, this program works with teachers from elementary to the college level to strengthen their mathematics skills and teaching techniques. More than 300 teachers participated in the first set of institutes conducted this past summer on five UC and four CSU campuses. They will conduct workshops in their own schools during 1983-84.

The EQUALS program works with elementary and secondary school teachers, counselors, and administrators to increase the number of female and minority students taking mathematics courses as a way of increasing these students' career opportunities in fields requiring mathematics training. In one- and two-day training programs, participants learn methods and acquire materials that will help them increase their students' awareness of the importance of mathematics, improve their mathematics skills, and encourage them to persist in mathematics courses. While EQUALS is concerned specifically with the special problems of math avoidance among female and minority students, the materials and strategies can be used successfully with the majority of students.

In the Cooperative College Preparatory Program, UC Berkeley faculty work with teachers, students, and administrators in eight predominantly minority East Oakland secondary schools: Castlemont and Fremont High Schools and the six junior high schools whose graduates attend those high schools. The program's goal is to strengthen the schools' mathematics programs and to increase substantially the number of minority students taking advanced mathematics courses so that they are able to compete successfully at the University level. About 500 students participate each year.

At UC Irvine, Project Radius is a campus-wide effort to promote cooperative activities which link UC Irvine with Orange County schools and encourage partnerships between University and school faculty and administrators. Coordinated by the Office of Teacher Education, Project Radius offers the following services to the schools: information and referral regarding campus outreach activities and resources; assistance with curriculum review, design and implementation; conferences, workshops, courses and summer institutes in specific areas of the curriculum; and cooperation in fund-raising efforts. (A complete list of programs is included in Appendix C.)

The University can also contribute to the improvement of instruction in the high schools through its programs for educational administrators and teachers. Although this a a long-term strategy, it is one that the University is particularly well suited to pursue. A recent study sponsored by the California Round Table on Educational Opportunity, with extensive participation from University faculty and staff, showed that demand for elementary and secondary school teachers is likely to increase substantially within ten years and that shortages of teachers in certain fields -- notably mathematics and science -- are already critical. The study also discussed the high attrition rate and low morale among teachers and the difficulty of attracting well-qualified individuals to the profession.[7]

Although the University trains only a small proportion of California's elementary and secondary school teachers, these students are among the best qualified of those entering the profession. Through its research and public service activities, the University's academic programs in education should be able to make some contribution to the problems of teacher morale and effectiveness. Better and more relevant preparation of administrators will also be a markedly positive contribution. These issues and others are to be considered in a Universitywide review of its schools and programs in education, to be completed in 1984.

Prior to 1962, the University, through its Board of Admissions and Relations with Schools (BOARS), was the primary agency responsible for accrediting high schools. That responsibility was transferred in 1962 to the Western Association of Schools and Colleges, which has placed less emphasis on academic criteria in accrediting schools. Recently, CPEC has recommended that participation in the accreditation process be broadened to involve greater participation by University and other higher education representatives. BOARS has endorsed the CPEC study, and is presently reassessing what its own role should be in accrediting high schools.

Finally, the University can play a major role in bringing public attention to bear on the problems of the public schools and in cooperating with other institutions, both secondary and postsecondary, to develop strategies for solving those problems. The University is an active participant in the work of the

California Round Table on Educational Opportunity, a group that includes the president of the University, the Chancellor of the California State University, the Chancellor of the Community Colleges, the President of the Association of Independent California Colleges and Universities, the Director of the Postsecondary Education Commission, and the Superintendent of Public Instruction. The Round Table has taken a particular interest in the problem of student underpreparation. Among other projects, it sponsored publication of the Statement on Competencies, discussed above, and prepared a booklet entitled Futures: Making High School Count. Futures summarizes important information about courses and skills required for college-level work; it has been distributed to all eighth-grade students in the state.

More recently, President David P. Gardner has established a Universitywide Committee on Student Preparation to provide stronger direction for the University's efforts with the high schools. The Committee is charged to define the University's role in working with schools and to develop a plan to guide the University in its efforts. This Committee is to issue a report in 1984.

Recommendation Six: University campuses should continue and expand cooperative, intersegmental partnerships with high schools and community colleges to improve the preparation of incoming freshmen and transfer students.

Recommendation Seven: Faculty and administrators in the University's Schools of Education should be encouraged to play a leadership role in raising standards of the teaching profession and in looking for new ways to develop quality and leadership in teachers and administrators.

Recommendation Eight: The University, along with other institutions of higher education, should take a more active role in the accreditation process for college preparatory programs at California's high schools.

PROSPECTS FOR THE FUTURE

The future of remedial instruction in the University depends on whether or not the academic preparation of its entering students improves markedly in the years to come. Unfortunately, there are conflicting indications of what the future will bring. On the one hand, public concern about the quality of primary and secondary education in the United States--and particularly in California--has reached such a high level that changes seem certain to occur. New legislation on education reform, the Superintendent of Public Instruction's concern about raising standards in the schools, increased funding for primary and secondary schools, and the efforts of businesses, colleges, and universities to work with schools should help reverse the slide in high school students' academic preparation for college. The University is optimistic about its efforts to work with the public schools, in cooperation with the other segments, to raise the standards of academic preparation among their students.

There are limits, however, to what the University's efforts with the schools can accomplish, given the number of schools and students in California, and limits to what the schools themselves can accomplish without a substantial increase in their financial support. Even taking the most optimistic view of the possibilities for reform in the public schools, it will nevertheless require some time for these reforms to make a significant impact at the University level. Students already in high school, who will make up the University's entering classes for the next three or four years, will receive proportionately less benefit from educational reforms being initiated now.

In addition, the University expects an increasing proportion of its student body over the next several years to be drawn from minority and low-income students; it also seems likely that increasing numbers of recent immigrants, who may have high grades in high school courses but have difficulty with the English language, will enter the University. Judging from past experience, these students will come from educationally disadvantaged environments and will be more likely to require remedial instruction than students from white, middle class backgrounds. It is inconsistent to work toward increasing access to the University for minority and low-income students and at the same time expect to eliminate remedial instruction in the near

future.

This continuing need for remedial instruction presents some problems for the University now and in the future, because remedial courses are generally not offered for baccalaureate credit, and the State will not fund the instructional costs of noncredit courses. As a consequence, the University must fund these courses from other sources, and it must continue to fund them even if the number of students requiring them increases in years to come. The CPEC report, Promises to Keep, recognized this problem and recommended that the State fund all instruction, regardless of whether it carried baccalaureate or workload credit. The University concurs with this recommendation. The ultimate value to the State of properly educated college graduates is far greater than the cost of essential remediation.

The University believes that it would be educationally irresponsible to force a reduction in remedial instruction on its campuses in the near future. The situations that make remedial courses and services necessary are not expected to improve markedly in the next five years, although there are indications that improvement may be expected in the longer term and that the need for these courses and services will gradually decline. Until that time however, the University plans to continue working with the public schools to improve the academic preparation of high school students, while also maintaining the necessary level of remedial instruction to ensure that the academic standards for the University's baccalaureate degrees are maintained and that students admitted to the University--who represent the top one-eighth of high school graduates but are still not always fully prepared for University-level work--receive the assistance they need to overcome deficiences in their academic preparation and to complete their degrees.

Experiments underway in cooperating with community colleges will be evaluated and extended where warranted; but it remains fundamentally the University's responsibility to help its students correct weaknesses in their academic preparation. The University must retain sufficient control over the remedial instruction needed to bring entering students up to its standards in order to guarantee that those standards remain at their current high level. As entering students' academic preparation improves, remedial instruction can be reduced accordingly.

Recommendation Nine: To prevent the University from being financially penalized for offering remedial instruction that does not carry baccalaureate credit, the State should fund enrollments in remedial courses granting workload credit only.

Recommendation Ten: The University should reassess the preparation of entering students at regular intervals to determine changes in students' need for remedial instruction, reducing the level of such instruction when warranted.

RECOMMENDATIONS

Recommendation One: The University, through the Academic Senate, should continue its work toward establishing common standards for remedial courses on all campuses and toward seeking solutions to the problem of student underpreparation. (See page 6.)

Recommendation Two: The University and the community colleges should cooperate to increase the number of students transferring from the community colleges and to improve academic preparation of these students. (See page 11.)

Recommendation Three: The University should encourage experiments in providing remedial courses through the community colleges, expanding such courses where warranted. (See page 11.)

Recommendation Four: Building on the work of faculty in English and mathematics, the University should extend its work in defining expected standards of academic preparation to other disciplines. (See page 14.)

Recommendation Five: The University should expand its work in developing and administering diagnostic tests to assess students' academic preparation. It should also work more closely with the high schools, discussing the results of University-administered diagnostic tests and encouraging the schools to administer diagnostic tests at points early enough to allow correction of

students' academic deficiencies before they enter the University. Funding of these activities should be secured from the State. (See page 14.)

Recommendation Six: University campuses should continue and expand cooperative, intersegmental partnerships with high schools and community colleges to improve the preparation of incoming freshmen and transfer students. (See page 18.)

Recommendation Seven: Faculty and administrators in the University's Schools of Education should be encouraged to play a leadership role in raising standards of the teaching profession and in looking for new ways to develop quality and leadership in teachers and administrators. (See page 18.)

Recommendation Eight: The University, along with other institutions of higher education, should take a more active role in the accreditation process for college preparatory programs at California's high schools. (See page 18.)

Recommendation Nine: To prevent the University from being financially penalized for offering remedial instruction that does not carry baccalaureate credit, the State should fund enrollments in remedial courses granting workload credit only. (See page 21.)

Recommendation Ten: The University should reassess the preparation of entering students at regular intervals to determine changes in students' need for remedial instruction, reducing the level of such instruction when warranted. (See page 21.)

NOTES

1. Report of the Policy Committee on the University of California's Activities to Assist Underprepared Students, 1981, pp. 29, 34.

2. University of California Corporate Student System, Fall 1981.

3. Promises to Keep: Remedial Education in California's Public Colleges and Universities, January 1983.

4. Senate Resolution 761, Report of the Academic Council, January 1983.

5. Report to the Policy Committee, p. 7. In the past two years, average scores on both SAT and CAP tests have leveled off, a sign that the decline in academic preparation may have been arrested. It is too soon to tell, however, whether these scores are the beginning of an upward trend.

6. Trends in SAT scores must be used with some caution. Although average scores have declined Universitywide since 1968, they went up from 1960 to 1968, and at Berkeley scores began to go up again in the mid-1970s. Perceptions of declining preparation among entering students, therefore, may have resulted from a gradual increase in expectations.

7. Improving the Attractiveness of the K-12 Teaching Profession, March 1983.

APPENDIX A

Academic Assembly Action

At its meeting on March 9, 1983, the Academic Assembly approved the following language:

SR761 Chapter 4. Credit in Courses
Article 1. General Provisions

No student shall be given baccalaureate credit for remedial work. Workload credit--credit not applicable for graduation--should be given.

(A) Remedial work in mathematics is defined as work in topics from arithmetic, beginning and intermediate algebra, plane geometry, and trigonometry. Trigonometry is considered remedial if taught as a separate course or taught in combination with more elementary subjects. A pre-calculus course, with intermediate algebra as a prerequisite, containing topics from advanced algebra, elementary functions (logarithmic, exponential, and trigonometric), and analytic geometry, is not considered remedial. (Effective Fall, 1984).

(B) Remedial work in English is defined as work designed primarily to enable students to satisfy the University Subject A requirement. Policy regarding credit for English as a Second Language will be determined by individual campuses. (Effective Fall, 1984).

APPENDIX B

Table 1: Distribution of SAT Verbal Scores by Subject A Status, Fall 1982.

	Subject A			
SAT Score Verbal	Held	Not Held	% Held	% Not Held
800	0	2	.00	100.00
750	1	51	1.92	98.08
700	25	293	8.15	91.85
650	109	882	13.78	86.22
600	384	1168	24.74	75.26
550	949	1490	38.91	61.09
500	1606	1522	51 34	48.66
450	2014	1025	66.27	33.73
400	1870	601	76.68	24.32
350	1171	272	81.15	18.85
300	632	74	89.52	10.48
250	410	26	94.04	5.96
200	202	10	95.28	4.72
no score on file	1144	624	64.71	35.29
TOTAL	10518	7840	57.29	42.71

Source: University of California Corporate Student System.

Table 2: Distribution of SAT Math Scores by Subject A Status, Fall 1982.

SAT Score Math	Subject A Held	Not Held	% Held	% Not Held
800	1	10	9.09	90.91
750	95	219	30.25	69.75
700	336	619	35.18	64.82
650	788	1168	40.33	59.67
600	1354	1454	48.22	51.78
550	1840	1463	55.71	44.29
500	1867	1172	61.43	38.57
450	1425	615	69.85	30.15
400	879	303	74.37	25.63
350	513	142	78.32	21.68
300	199	37	84.32	15.68
250	66	16	80.49	19.51
200	9	0	100.00	.00
no score on file	1146	624	64.75	35.25
TOTAL	10518	7840	57.29	42.71

Source: University of California Corporate Student System.

Table 3: Distribution of High School GPA by Subject A Status, Fall 1982.

	Subject A			
	Held	Not Held	% Held	% Not Held
GPA				
4.000	861	1732	33.20	66.80
3.750	1818	1980	47.87	52.13
3.500	2424	1692	58.89	41.11
3.250	2281	1073	68.01	31.99
3.000	2037	858	70.36	29.64
2.750	339	131	72.13	27.87
2.500	228	69	76.77	23.23
2.250	100	30	76.92	23.08
2.000	41	16	71.93	28.07
1.750	7	3	70.00	30.00
1.500	3	4	42.85	57.14
1.250	1	0	100.00	.00
1.000	1	0	100.00	.00
.500	1	0	100.00	.00
.250	30	9	76.92	23.08
no GPA on file	276	160	63.30	36.70
TOTAL	10518	7840	57.29	42.71

Source: University of California Corporate Student System.

Table 4: Distribution of Sex by Subject A Status, Fall 1982.

	Subject A			
	Held	Not Held	% Held	% Not Held
Sex				
Female	5162	4259	54.79	45.21
Male	5356	3581	59.93	40.07
TOTAL	10518	7840	57.29	42.71

Source: University of California Corporate Student System.

Table 5: Distribution of Ethnicity by Subject A Status, Fall 1982.

	Subject A		
Ethnic	Held	Not Held	% Held
Amer Indian	44	25	63.77
Black/Afro-Amer	587	214	73.28
Chicano/Mexican Amer	519	180	74.25
Latino/Other Span Amer	222	116	65.68
Filipino	303	159	65.58
Chinese	762	467	62.00
Japanese	345	352	49.50
Korean	366	86	80.97
Polynesian	8	7	53.33
E Indian/Pakistani	38	42	47.50
Other Asian	243	60	80.20
White/Caucasian	6482	5738	53.04
Other	244	144	62.89
Decline to State	315	177	64.02

Source: University of California Corporate Student System.

Table 6: Distribution of Intended Majors by Subject A Status, Fall 1982.

Field of Study	Subject A Held	Subject A Not Held	% Held
Agriculture & Natural Resources	147	150	49.49
Architecture & Environ Design	15	23	39.47
Area Studies	2	6	25.00
Biological Sciences	1553	888	63.62
Business & Management	283	82	77.53
Computer & Information Sciences	322	110	74.54
Education	1	2	33.23
Engineering	1141	812	58.42
Fine & Applied Arts	224	186	54.63
Foreign Languages	45	47	48.91
General or Unclassified	5055	4303	54.02
Home Economics	28	22	56.00
Interdisciplinary Studies	153	67	69.55
Letters	151	229	39.74
Mathematics	185	119	60.86
Physical Education	6	4	60.00
Physical Sciences	285	228	55.56
Psychology	314	115	73.19
Social Sciences	606	440	57.93
Social Work & Helping Services	1	3	25.00
TOTAL	10517	7837	57.29

Source: University of California Corporate Student System.

APPENDIX C

JANUARY 1984

I N V E N T O R Y

OF

CURRENT UNIVERSITY PROJECTS WITH HIGH SCHOOLS

CAMPUS PROJECTS

	TITLE	DIRECTOR(S)	DESCRIPTION	Berkeley	Davis	Irvine	Los Angeles	Riverside	San Diego	Santa Barbara	Santa Cruz
I	Administrative Units										
	A Office of Academic Inter-institutional Programs	Juan Fara	Los Angeles campus's administrative unit spearheading educational policy discussions with institutions throughout Los Angeles area				x				
II	Fine Arts Projects										
	A Discussion of requirements	Denise Bratton	Meetings with supervisors and teachers to develop descriptions of courses meeting the UC "f" requirement and to develop model courses				x				
III	Foreign Language Projects										
	A Foreign Language Teachers Workshops	Meredith Lee	Workshops which allow foreign language teachers to visit UCI classrooms to observe current methodologies and student performance levels, and to meet with UCI faculty off-campus			x					
	B Conferences	Mary Cozad	Tri-county regional language conference with high school language teachers regarding reinstitution of language requirement at UCSB and ways in which high school students might be better prepared to meet these requirements							x	
	C UCSB/Isla Vista Cooperative Project	Carolyn Cogan	Discussions with school personnel to define needs of teachers in this multicultural, multilinguistic environment; creation of training program for inservice to current teachers and instructional program for new teachers							x	
IV	General Programs										
	A School/University Program for Educational Renewal (SUPER)	Lawrence Lowery	Pilot project to develop closer working relations with campus's major feeder schools on curricular matters	x							
	B RADIUS	Rita Peterson	Academic outreach project to develop collaborative partnerships with Orange County School on curricular topics			x					

CAMPUS PROJECTS, Continued

	TITLE	DIRECTOR(S)	DESCRIPTION	Berkeley	Davis	Irvine	Los Angeles	Riverside	San Diego	Santa Barbara	Santa Cruz
V	Humanities Project										
	A Humanities Institute	Ronald Berman; Mary Walshok	Staff development/cooperative research project for teachers (first session Summer 1984)						×		
	B Dickens Institute	Murray Baumgarten	Sharing of research on Charles Dickens with public school teachers								
VI	Mathematics Projects										
	A California Mathematics Project	UC Berkeley--Elizabeth Stage UC Davis--Judith Salem UC Los Angeles/CSUN--James Caballero UC San Diego--Randall Souviney UC Santa Barbara--Julian Weissglass	Staff development program, including summer institues and follow-up seminars, for improving mathematics curriculum and instruction, K-14	×	×		×		×		
	B Inland Area Summer Mathematics Institute	Pamela Clute	Staff development program in conjunction with regional TEC Center to improve mathematics instruction					×			
	C California Mathematics Resources Project	Edward Landesman	Project to create a series of interactive videotape learning modules for students of mathematics, including precalculus for high school students								
	D Supplementary Authorization in Mathematics Workshop	James Caballero	Summer training program and follow-up workshop with Los Angeles Unified School District for teachers at grades 7-9 credentialed in areas other than mathematics and needing supplementary authorization to teach mathematics				×				
	E Mathematics Diagnostic Testing Project	UC Berkeley--Robert Mattison UC Davis--Daniel Roy UC Los Angeles--James Caballero UC San Diego--Alfred Manaster	Testing project for use in diagnosing mathematics deficiencies of students in regional high schools	×	×		×		×		

CAMPUS PROJECTS, Continued

	TITLE	DIRECTOR(S)	DESCRIPTION	Berkeley	Davis	Irvine	Los Angeles	Riverside	San Diego
F	Mathematics Evaluation Workshops	Daniel Roy	Program for teachers to improve techniques of evaluating mathematics curriculum		×				
G	Mathematics Consultancy	Judith Salem	Program for teachers and students to provide information on competency standards for college mathematics which serves as introduction to the Mathematics Project, other inservice programs for teachers, and curriculum modifications		×				
H	Curriculum Development Project	Judith Salem	Project designed to allow Teacher consultants from summer institutes to work with UC professors of mathematics to develop material for use in schools		×				
I	Computer Education Workshops	UC Berkeley--Twila Slesnick UC Los Angeles--James Caballero UC Santa Cruz--Ellen Moir	Program to introduce teachers to computers	LHS			×		
J	Conferences/Seminars	UC Davis--Judith Salem UC Los Angeles--James Caballero	Discussion of mathematics and computer science competencies and curriculum		×		×		
K	Staff Development in Mathematics	Rae Jeane Popham, Janet Thornber	Series of workshops offered in school districts featuring teachers who have attended the UCLA/CSUN Mathematics Project				×		
L	Cooperative College Preparatory Program	Louis Schell	Program to strengthen college-preparatory curriculum in math for minority students, combines summer institutes, meetings and classroom instruction for teachers, counselors, administrators, grades 7-12	LHS					

CAMPUS PROJECTS, Continued

	TITLE	DIRECTOR(S)	DESCRIPTION		Berkeley	Davis	Irvine	Los Angeles	Riverside	San Diego
M	EQUALS	Nancy Kreinberg	Inservice teacher education program in mathematics for K-12 teachers, counselors, administrators; special focus on attracting women and minorities to math-based careers	JHS						
N	Analytical Thinking and Problem Solving	Carl Spring	Curriculum project which provides teachers with an overview of problem-solving strategies building on students' present skills and developing new skills			×				
VII	Science Projects									
A	Summer Science Institute	UC Berkeley--Herb Thier UC Irvine--Mare Taagepera UC Los Angeles--Ruth Mitchell	Staff development program to improve curriculum and instruction for teachers, K-12	HS			×	×		
B	Dreyfus Master Teachers, Chemistry Workshop	Ruth Mitchell	Staff development for teachers assigned to teach chemistry but who did not major in chemistry in college					×		
C	Astronomy/Physics Education	Alan Friedman	Traveling planetarium for teachers and students to enhance science education	JHS						
D	Biology/Chemistry Project	Kathy Barrett	Project offering classes and interactive exhibits to foster understanding of living things; includes teacher education programs	HS						
F	Math and Computer Education Project	Twila Slesnick	Program to increase computer literacy and to foster positive attitudes toward computers, mathematics, and problem-solving in general	JHS						

CAMPUS PROJECTS, Continued

	TITLE	DIRECTOR(S)	DESCRIPTION	Berkeley	Davis	Irvine	Los Angeles	Riverside	San Diego
F	Conferences/Seminars	UC Los Angeles--Ruth Mitchell UC Santa Cruz--Thomas Karwin	Discussions of competencies and curriculum Discussions of research projects relevant to science instruction				x		
G.	Staff Development in Science	Rae Jeane Popham, Janet Thornber	Series of workshops offered in school districts featuring teachers who have attended the UCLA Science Project				x		
H	Curriculum Development	Paula Yurkanis-Bruice	Assistance to local schools in development of curriculum						x
VIII.	Social Studies Projects								
A.	Discussion of requirements	Twyla W Stewart	Meetings with supervisors and teachers to develop descriptions of courses meeting the new UC "f" requirement				x		
B	Social Studies Computer Literary Project	Willis Copeland	A program for secondary social studies teachers to upgrade their skills in using computers to teach social studies concepts and generalizations						x
C	Curriculum Development	Reginald Golledge, John Estes	Assistance to local district in development of curriculum						x
D	South Coast History Project	Willis D Copeland	Creates teams of local teachers and UCSD faculty to develop a "computer-assisted" curriculum for teachers of U S History						x
IX	Writing Projects								
A.	California Writing Project	UC Berkeley- James Gray UC Davis--Laura Stokes UC Irvine--Carol Booth Olson UC Los Angeles--Patricia Taylor UC Riverside--Dan Donlan UC San Diego--Robert Infantino UC Santa Barbara--Sheridan Blau UC Santa Cruz--Donald Rothman	Staff development program, including summer institutes and follow-up seminars, for improving writing curriculum and instruction at all levels, K-16	x	x	x	x	x	x	x	x

CAMPUS PROJECTS, Continued

	TITLE	DIRECTOR(S)	DESCRIPTION	Berkeley	Davis	Irvine	Los Angeles	Riverside	San Diego
B	Subject A Diagnostic Testing	UC Berkeley--Kimberly Davis UC Davis--Laura Stokes UC Los Angeles--Faye Peltzman	Use of Subject A Exam or English Placement Exam to diagnose high school students' writing problems	x	x		x		
C	Writing Consultancy	Laura Stokes	Program for teachers and students to provide information on competency standards for freshman English which serves as an introduction to the Writing Project, inservice programs, and curriculum modifications; consultancy is provided in conjunction with the Subject A diagnostic testing program		x				
D.	Evaluation Workshops	UC Berkeley--Kimberly Davis UC Davis--Daniel Roy UC Irvine--Carol Booth Olson UC Los Angeles--Faye Peltzman UC Riverside--John Briggs	Program for teachers to improve techniques of evaluating student writing	x	x	x	x	x	
F	Conferences/Seminars	UC Berkeley--Lawrence Lowery UC Davis--Laura Stokes UC Irvine--Rita Peterson UC Los Angeles--Patricia Taylor	Discussion of English and mathematics competencies and curriculum	x	x	x	x		
F	Basic Skills Research	Carl Spring	Study of impact of UC Davis Writing Project on writing skills of freshmen		x				
G	Staff Development in Writing	Rae Jeane Popham	Series of workshops offered in school districts featuring teachers who have attended the UCLA Writing Project				x		

UNIVERSITYWIDE PROJECTS

	ORGANIZATION	UNIVERSITY CONTACT	PROJECT DESCRIPTION
I	California Round Table on Education ' Opportunity	Alice Cox, Assistant Vice President, Student Academic Services	Organization of chief educational officers in the State--committed to improving access and quality in education; activities have included assisting in production and distribution of Statement on Competencies in English and Mathematics Expected of Entering Freshmen, creation and distribution of a booklet for eighth-grade students, Futures; sponsoring a survey of community college transfer activities, sponsoring a study of the problems in attracting teachers to teaching profession
II	Intersegmental Committee of Academic Senates	Ralph Turner, Chair, Academic Council	Production of Statement on Competencies in English and Mathematics Expected of Entering Freshmen; work on statements of competency in social studies and science; planned conferences between university faculty and high school teachers to implement competency statements
III	UC/CSU Joint Projects Committee	Alice Cox, Assistant Vice President, Student Academic Services	Development of math diagnostic tests now being increasingly used in high schools; sponsoring Learning From Text research project on students' reading abilities
IV	University's Board of Admissions and Relations with Schools	Philip C Curtis, Chair, Board of Admissions and Relations with Schools	Preparation and dissemination of a letter to the parents of eighth-grade students advising them of importance of children's high school program and their preparation for future; organization of subcommittee on articulation with high schools; faculty-to-faculty project to assist schools with college-preparatory curriculum

Berkeley
Davis
Irvine
Los Angeles
Riverside
San Diego

UNIVERSITYWIDE PROJECTS, Continued

	ORGANIZATION	UNIVERSITY CONTACT	PROJECT DESCRIPTION	Berkeley	Davis	Irvine	Los Angeles	Riverside	San Diego	Santa Barbara
V	Universitywide Student Preparation Coordinating Group	Alice Cox, Assistant Vice President, Student Academic Services	Universitywide network to encourage project development and communication about projects							
VI	President's Committee on Student Preparation	William R. Frazer, Senior Vice President--Academic Affairs	Universitywide committee to define University's role in working with schools and to develop guidelines for University/school projects							
VII	Academic Senate Standing Committee on Undergraduate Preparatory and Remedial Education	Ralph Turner Chair, Academic Council	Universitywide committee with responsibility for remediation in all fields and for working with the high schools to improve student preparation							

APPENDIX B

Letter from William E. Vandament, Acting Provost
and Vice Chancellor, Academic Affairs, of the
California State University, to Patrick M. Callan, December 15, 1983

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD CHICO DOMINGUEZ HILLS FRESNO FULLERTON HAYWARD HUMBOLDT
POMONA SACRAMENTO SAN BERNARDINO SAN DIEGO SAN FRANCISCO SAN JOSE
LONG BEACH LOS ANGELES NORTHRIDGE
SAN LUIS OBISPO SONOMA STANISLAUS

OFFICE OF THE CHANCELLOR
(213) 590 5708

December 15, 1983

Mr. Patrick M. Callan, Director
California Postsecondary Education
Commission
1020 Twelfth Street, Second Floor
Sacramento, California 95814

Dear Mr. Callan:

Recommendation 10 of the recent CPEC report, Promises to Keep, stipulates that The California State University "shall describe the courses defined as remedial and report the number of students enrolled and the workload generated in these courses to the Commission by December 1, 1983." With our apology for the short delay in our response, I am hereby forwarding the requested information.

As reported, remedial courses are offered in reading, writing, and/or mathematics on all nineteen CSU campuses. They are described as coursework taken primarily to overcome deficiencies in entry level learning skills. As stipulated in Title 5, these courses are not applicable to the baccalaureate degree. Following are enrollment and workload statistics as requested:

CSU Remedial Courses
Academic Year 1982-83

Enrollment	Annual FTES	Annual FTEF
23,935	1,822.59	103.61

Please let me know if further information is desired.

Sincerely,

Wm E. Vandament

William E. Vandament
Acting Provost and Vice Chancellor
Academic Affairs

WEV:sc

cc: Dr. W. Ann Reynolds
Dr. John M. Smart
Dr. Robert O. Bess
Dr. Linda Bunnell Jones
Dr. Kenneth O'Brien
Dr. William Mason
Mr. D. Dale Hanner
Ms. Joan Sallee

100 GOLDEN SHORE LONG BEACH CALIFORNIA 908(
INFORMATION (213) 590 5506

APPENDIX C

Report to the Chancellor on the Survey of Programs of Instruction in English as a Second Language, The California State University, May 1984

State of California

Memorandum

Trustees of The California State University

To: Dr. William E. Vandament
Provost and Vice Chancellor
Academic Affairs

Date: June 25, 1984

From: Kibbey Horne, Director
Office of International Programs

Subject: Report on Programs in English as a Second Language

Pursuant to its charge, the California State University Advisory Committee on English as a Second Language has conducted a survey of ESL programs in the CSU. The findings of that survey are contained in the attached Report to the Chancellor, which includes recommendation for further action. In line with the CPEC recommendation in the report Promises to Keep, this examination of ESL is seen by the committee as a first step in the development of a more comprehensive philosophy and policy on ESL instruction in our system.

Please let me know if you have questions or need further information regarding the work of the committee.

Attachment

KH:mjj

cc: Dr. W. Ann Reynolds
Mr. Patrick M. Callan
Presidents
Vice Presidents, Academic Affairs
Dr. John W. Bedell
Dr. John M. Smart
Dr. Linda Bunnell Jones
Mrs. Joan Sallee
Members, ESL Advisory Committee

Report to the Chancellor

on

The Survey of Programs of Instruction

in English as a Second Language

Advisory Committee on

English as a Second Language

The California State University

May 1984

SUMMARY

The California State University Advisory Committee on English as a Second Language was appointed to examine ESL programs in the CSU as a first step in developing a system policy concerning ESL instruction. It was also asked to begin addressing a broad spectrum of issues which may become components of an overall policy.

The committee conducted a campus survey which found that 1982-83 ESL enrollment in the CSU exceeded 10,000, including visa students, resident aliens, refugees and U.S. citizens. It also found that the proportion of noncitizen students on visa was shrinking while that of resident aliens was growing. Programs to offer ESL instruction vary among the nineteen campuses, with regular academic departments, extension courses, language institutes and learning assistance centers all serving as instructional vehicles. Policies on credit for workload, baccalaureate degrees and General Education awarded in ESL courses also vary across the system. Campuses reported expenditures both of General Fund and nonstate monies approaching $3 million to support ESL in 1982-83.

Potential for growth in ESL programs is difficult to determine A number of factors may affect ESL enrollment, including political events overseas, U.S. immigration policy, ethnic population growth patterns, the success of system efforts to remedy Hispanic underrepresentation, and resource decisions by individual campuses.

The committee recommends that a subcommitee made up chiefly of faculty be appointed to develop criteria and standards for baccalaureate and sub-baccalaureate level ESL courses, to recommend means of financing such instruction, to identify appropriate ESL clientele, and to develop testing policy for ESL students.

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INTRODUCTION

The growth of programs of instruction in English as a Second Language at postsecondary educational institutions in the United States is one of the educational phenomena of the last decade. Demand for ESL classes has been "exploding" in many institutions, including The California State University.[1] Reported enrollment in such courses in the CSU in 1982-83 exceeded 10,000, up more than three times from 1978-79.

This increase in demand throughout the nation is attributed to a variety of circumstances. Open admissions policies have had a profound impact on the student body in many postsecondary institutions.[2] Immigration and population growth patterns also have received credit for a continued and growing need for ESL services. Political instability largely in Iran and Southeast Asia in recent years has increased the population of refugees and resident aliens of college age. In addition, institutional recruiting policies - sometimes based largely on pragmatic considerations - have been credited with causing at least part of the boom in foreign student enrollment in American colleges and universities.[3] Finally, the growth of the Hispanic population in California points to the need for such services on the part of U.S. citizens.

Once a select group representing only 3% or less of the student population (1.6% of CSU students in 1973), the noncitizen (foreign) student population has grown in size and diversity. One in ten students in the CSU currently is a noncitizen. ESL clientele include visa students, resident aliens, and refugees as well as U.S. citizens. With these developments the picture of the ESL enrollee as a "well-educated, moneyed foreign student"[4] has changed radically.

Institutions of higher education have struggled to meet the needs of these students, especially their need for instruction in the English language as a necessary tool for completion of their education. They have adopted a variety of means to accomplish this, none of which appears to be entirely satisfactory.

[1] Promises to Keep, Remedial Education in California's Public Colleges and Universities, California Postsecondary Education Commission, January 1983, p. 6.

[2] David M. Davidson, "Assessing Writing Ability of ESL College Freshmen," in Collected Papers in Teaching English as a Second Language and Bilingual Education: Themes, Practices, Viewpoints, Richard L. Light and Alice H. Osman (ed.), Teachers College, Columbia University, New York, 1978, p. 86.

[3] Crauford D. Goodwin and Michael Nacht, Absence of Decision: Foreign Students in American Colleges and Universities, Institute of Industrial Education, New York, 1983.

[4] Ruth Otto and Ricardo Otheguy, "Bilingual Education Goes to College: A Look at Program Objectives in Two Community Colleges." TESOL Quarterly, Vol. 13, No. 2, June 1979, p 161.

In recognition of the need to come to grips with this issue, the California Postsecondary Education Commission (CPEC) approved the following recommendation published in its 1983 report, Promises to Keep:

> That the University of California, the California State University, the Chancellor of the California Community Colleges, and the State Board of Education examine by no later than January 15, 1984, the clientele, provision of services, and potential growth of English as a Second Language services as a preliminary step in the development of a coherent philosophy and practical strategy to meet both current and future need.[5]

English as a Second Language instruction was defined in the report as "English courses taught to students whose primary language is not English in order to prepare them for regular college courses."[6]

All three public segments of higher education in California have taken steps to respond to this recommendation. In 1983 Chancellor W. Ann Reynolds appointed the California State University Advisory Committee on English as a Second Language. Membership on the committee included administrators and faculty from a variety of disciplines. (See Appendix 1 for committee list.)

The charge to the committee was twofold, 1) to develop a response to the CPEC recommendation, and 2) to address a series of longer range, broader issues, including:

a. Entrance and exit requirements for performance in written and spoken English by ESL students,

b. The need for additional diagnostic testing examinations,

c. The extent to which CSU should provide ESL instruction,

d. The appropriateness of state support for ESL instruction,

e. The resources required to provide high quality instruction, and

f. The role of the CSU faculty in offering and setting policy for such instruction.

In developing the report of the committee, special cognizance was taken of two facts. First, although several other recommendations in Promises to Keep include mention of English as a Second Language in the context of remedial instruction, this report addresses only recommendation 13 (cited above). This basic review and recommendation must be completed before ESL can be addressed in any other context.

[5]Promises to Keep, p. 108.

[6]Ibid, p. 4.

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[5]Promises to Keep, p. 108

[6]Ibid, p. 4.

Secondly, consonant with the CPEC recommendation, the report was developed by a broad-based CSU committee as the first step in developing an overall CSU philosophy and policy on ESL. It is expected that further steps will be necessary involving review and recommendation on specific issues by more narrowly focused groups. CPEC staff concurs with this approach.

Responding to the CPEC Recommendation

To fulfill the charge to respond to the CPEC recommendation, the committee developed a survey (Appendix 2) which was sent to the campuses in December 1983. Responses were due by mid-February 1984. Information and data collected are summarized below.

CLIENTELE

Clientele for ESL instruction in the CSU can be divided into four categories: 1) visa students, 2) resident alien students, 3) refugee students, and 4) U.S. citizens with limited English proficiency.

Visa Students

These are persons admitted to the U.S. on a student visa (F or J) or other nonpermanent visa. In Fall 1983 there were 9,324 such students regularly enrolled in the CSU (Source: Foreign Students in the CSU, Office of International Programs, Fall 1983). These students must pay nonresident tuition and are subject usually to the requirement to perform adequately on the Test of English as a Foreign Language (TOEFL) as a condition of admission. They are also required (as are all students, unless exempted for specified reasons) to take the English Placement Test.

Resident Aliens

These are students admitted to the U.S for permanent residence Also called "immigrants," "permanent residents," or "green card holders," this is by far the largest group of noncitizen students in the CSU. In fall 1983 there were 22,886 resident aliens in the CSU.

Refugees

These are students who have been permitted to enter and/or remain in the U.S. on the grounds that they would be subject to political persecution in their own countries. In fall 1983, there were 1,185 refugees enrolled in the CSU.

U.S. Citizens (LEP)

These are citizens who come from bilingual or non-English-speaking households and who do not have adequate command of English to complete a university program successfully. There currently are no reliable statistics on the size of this population in the CSU. Approximately 10%

of the K-12 public school pupil population in California (460,000, 73.7% Spanish speaking) have limited English proficiency (LEP).[7]

All together, 33,395 foreign (noncitizen) students were enrolled in the CSU in fall 1983, representing 10.6% of the total CSU student population. Resident aliens alone constitute 7.3% of CSU students. (See Appendix 3.)

For 1982-83, CSU campuses reported enrollment in English as a Second Language courses totaling 10,437. This represents an increase over 1980-81 of nearly 4,000, and is more than triple the enrollment in 1978-79. (See Appendix 4.)

Campuses use a variety of methods to identify students for ESL instruction. A recent amendment to Title 5, California Administrative Code (Section 40752.1) stipulates:

> 40752.1 English Language Examination.
>
> To be admitted to a campus as a first time freshman, an applicant who has not attended for at least three years an educational institution at the secondary level or beyond where English is the principal language of instruction must receive a minimum score of 500 on the Test of English as a Foreign Language (TOEFL). Appropriate campus authority may prescribe a higher minimum score, based on such campus factors as the nature of the instruction offered, availability of instruction in English as a second language, student enrollment demand, and availability of funds. Achieving the minimum score shall be evidence of the applicant's English competency at a level which will allow the applicant to participate satisfactorily in and benefit from university study. Exceptions may be granted by the appropriate campus authority when there is convincing evidence that the applicant's competence in English is at a level which will allow satisfactory participation in and benefit from university study.

This policy is also stipulated elsewhere for undergraduate transfer students (Section 40802.1) and for graduate students (Section 41040). The requirement is most generally applicable to visa students who are recent arrivals in the U.S. However, the policy also applies to resident aliens and refugees (and even U.S. citizens in rare cases) although to a lesser extent as these students generally have been in the United States for longer periods.

While TOEFL is used as an admissions screening device, it is not intended as a placement test. It is, however, used by several campuses to identify students needing ESL instruction either as matriculated students or through extension or a language institute.

[7] LEP/FEP Enrollment-State Summary-Data/Bical Report 83-2, California State Department of Education, Office of Bilingual Education, Spring 1983.

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PROVISION OF SERVICES

All nineteen CSU campuses report offering ESL or ESL-equivalent coursework. Twelve campuses report providing ESL through the regular campus program with an enrollment exceeding 5,400 in 248 course sections in 1982-83. (See Appendix 5.) The remaining approximately 5,000 enrollment reported by campuses were accommodated through extension courses, learning assistance centers, language institutes (operating on twelve campuses), tutorials and workshops (See Appendix 6.) ESL instruction provided through the regular, state-supported academic program is offered through English and foreign language departments, learning services, and special ESL programs Each campus organizes its ESL programs according to local need and, beyond the TOEFL, imposes separate enrollment requirements on its noncitizen students, such as a pre-registration schedule of orientation, hospitality, and/or testing activities for newly arrived foreign students.

Services offered to ESL students also may vary among the different groups of clientele. Some campuses offer programs for visa students which differ from those for resident aliens, refugees and U.S. citizens On one campus visa students are required to take an ESL course, while other noncitizen students may enroll in the regular program. One campus shapes its ESL curriculum separately for visa students (who may not return to the U.S after graduating) and resident aliens and other residents (who presumably are here to stay). At still another campus, there are separate enrollment procedures for visa students, but available programs are the same for all noncitizens.

Thirteen of the nineteen campuses reported they offered baccalaureate credit for one or more ESL courses. Nearly all campuses counted at least some ESL courses toward Immigration and Naturalization Service workload requirements for visa students. Six counted ESL coursework toward completion of General Education requirements Seven allowed the completion of ESL coursework in lieu of remedial English. (See Appendix 7.)

In order to complete a degree in the CSU a student generally must also fulfill the Graduation Writing Assessment Requirement (GWAR), which calls for a demonstration by upper-division students of writing competency necessary for college graduates. Competency is demonstrated as required by the campus, usually in the form of coursework, or a test, or both. Campuses reported that this requirement can be a daunting one for ESL students. Though most campuses state that they treat ESL and native speakers the same relative to the GWAR, several have taken steps to recognize the language characteristics of nonnative speakers. Such practices as separate readings of essays written by nonnative speakers and allowance for misuse of idioms or for idiosyncratic mistakes attempt to recognize the need for sensitivity to the language problems of otherwise academically competent students

Program Costs

One can compute the approximate cost of ESL instruction through calculation of costs for ESL course sections One way to calculate this cost for

state-supported programs would be to multiply the average campus cost per full-time equivalent student (FTES) by the number of FTES enrolled in ESL programs. This, in addition to funds reported expended for nonstate (e.g., Extended Education, language institute) programs, would give a rough idea of the magnitude of resources devoted to such instruction in the CSU. For academic year 1982-83 such calculation could be performed as follows:

General Fund Cost	
(485.79 FTES enrolled 1982/83 x $3,609, Average Cost/FTE)	$1,753,216
Nonstate Costs	
(Expenditures reported from extension/institute programs)	$ 978,793
Total Reported Expenditures, 1982-83	$2,732,009

It should be noted that students in extension programs paid an average cost of $50 per Extended Education unit in 1982-83. Costs for language institute programs ranged from $800 to $1,600 per term. Additionally, visa students enrolled in the regular campus program paid nonresident tuition amounting to $3,150 per FTES. Resident aliens and other resident students are not subject to nonresident tuition requirements and pay standard resident fees.

POTENTIAL GROWTH

As noted earlier, reported enrollment in CSU programs of English as a Second Language has multiplied more than threefold in a five-year period. International events, immigration and admissions policies and recruiting practices all have played a part. Forecasts for growth in such programs are problematic and dependent on a number of factors.

Since 1979 the foreign (nonstudent) population in the CSU, from which the bulk of ESL enrollment is drawn, has risen 54% (from 21,677 to 33,395). There are now in the CSU more than seven times as many noncitizen students enrolled in the system as there were ten years ago.[8] To quote the recent report on foreign students, "the most significant feature of this increase is the changing ratio of visa students, who usually must pay tuition, to resident aliens, who potentially are exempt from such payment .. over the past five years the number of visa students and refugees has remained relatively constant while the number of resident aliens has doubled."[9]

Until recently the largest single group of foreign students in the CSU was Iranian. Currently the largest group consists of Vietnamese students, whose numbers are likely to grow "as the children of Vietnamese families who entered as refugees mature through the school system."[10] Ranking

[8] Foreign Students in the CSU, Office of International Programs, Office of the Chancellor, Fall 1983, p. 7.

[9] Ibid, pp. 7-8.

[10] Ibid, p. 10

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[8]Foreign Students in the CSU, Office of International Programs, Office of the Chancellor, Fall 1983, p 7.

[9]Ibid, pp. 7-8.

[10]Ibid, p. 10.

third, fourth and fifth in number are Mexican nationals, Taiwanese and Hong Kong students, respectively. International events, such as the impending change in the status of Hong Kong in 1999, may affect statistics in the future.

As was pointed out in a recent study of Vietnamese students at CSU, Sacramento, nearly one-half of the 600,000 refugees in the U.S. reside in California.[11] Of this number (284,000) 80% are Indochinese. In addition, the proportion of the California population of "Asians and other" is projected to rise from 6.7% in 1980 to between 9.8% and 10% by the year 2000.[12] These facts, plus the indications that Asian students enter the CSU at a rate exceeding their presence in the general population, point to a shift toward Asian/Indochinese students in the next few years.[13]

In addition to international events and population patterns in California, federal or state legislation may also have an impact on the population of noncitizen students. The trend towards conversion to resident status which is apparent in the CSU is mirrored throughout the United States and is one of the concerns behind the Simpson-Mazzoli immigration reform bill (HR 1510/S. 529), the Senate version of which passed the Senate in May 1983. If passed, this bill would require that all visa students return to their home countries for a minimum of two years before they can apply for resident status in the U.S. Such a policy could have substantial impact on the rate of conversion from visa to resident status. It seems likely that such a policy would reduce the number of visa students enrolling in the CSU and in other U S. institutions.

In addition to foreign and nonresident students, the major ethnic group in the population whose members may need ESL services is the Hispanic language group in California. The population of Hispanics as a portion of the California population is projected to grow from 19.2% in 1980 to between 24.4% and 28.1% in the year 2000.[14] Moreover, the number of Limited English Proficient pupils in California public schools - over 70% of whom are of Spanish language background - is expected to continue to grow.[15]

[11]Eugene W. Baker, "Vietnamese Students at CSU, Sacramento: A Needs Assessment," (Paper for Pub. Admin. 299, Fall 1983) p. 6.

[12]Projections of Hispanic Population for California 1985-2000, Center for Continuing Study of the California Economy: Palo Alto, p. 23.

[13]Ethnic Data and Higher Education, A Reference Guide for the California State University, A Student Affirmative Action Report, Office of the Chancellor, The California State University, Long Beach, 1983, Appendix 4.2.

[14]Projections of Hispanic Population for California, 1985-2000, p 23.

[15]"English as a Second Language: Its Scope, Role and Definition within California Community Colleges," Item 1, Agenda of January 26-27, 1983, Community College Board of Governors, p. 8.

Mitigating the possible impact of the growth of the Hispanic population on CSU ESL programs is the fact that Hispanics have been "the only ethnic minority in the state which was less well represented among the first-time freshmen in the combined public segments of higher education than among high school graduates."[16] Representing approximately 20% of the California population, Hispanics account for only about 9% of CSU enrollment.[17] In addition, there is no evident systemwide or campus effort to identify Hispanic students whose primary language is not English for ESL services. It would seem that this group of students enters such programs through self-referral or referral by faculty or campus staff, rather than through the kind of language screening afforded noncitizens.

There is underway at present a concentrated effort to develop a comprehensive plan to increase the representation of Hispanic students in the CSU. The eventual impact of this effort on ESL programs is uncertain.

One other area of activity which may have an impact on the ESL population is that of individual campus policy and resource allocation decisions. Campuses currently have the discretion to offer or not to offer ESL, to refer students to self-support language institutes, or to limit matriculation of students in regular programs until they can demonstrate college level language competence. Given the magnitude of the cost for these programs and (as indicated later) the debate concerning the appropriateness of ESL to the university curriculum, campuses may make conscious decisions to limit the size of or eliminate ESL programs.

IMPORTANT ISSUES

In the course of reviewing campus data on ESL programs, the Advisory Committee identified a number of questions and issues to be faced in developing a comprehensive, systemwide policy. These issues can be divided into three general categories:

1. Testing Policy

    a. How should tests be used to admit potential ESL students?

    b. Is a standard, systemwide instrument desirable for measuring the language skills of ESL students and placing such students in appropriate courses?

    c. Should graduation testing requirements be the same for ESL students as for the general student population?

2. Faculty Governance/Staffing

    a. How should ESL curricula be developed, reviewed, and maintained?

[16] Ethnic Data and Higher Education, pp. 4-5.

[17] Ibid, p. 2-30.

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2. Faculty Governance/Staffing

    a. How should ESL curricula be developed, reviewed, and maintained?

[16] Ethnic Data and Higher Education, pp. 4-5.

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b. What role should ESL faculty play in campus academic governance?

c. What employee rights and privileges should be accorded to ESL faculty?

3. State Support for ESL

a. Should CSU offer ESL? Should ESL be state supported?

b. To which students should ESL be offered, and under what circumstances?

c. What level should receive baccalaureate credit? Other kinds of credit?

d. What level is remedial, and should it be offered?

Testing Policy

Admission:

The Test of English as a Foreign Language (TOEFL), currently used as an admissions test for certain groups of students, has been widely debated as an appropriate measure of a student's writing proficiency. Validity studies have been undertaken to resolve the question.[18] Still, because of its worldwide availability, the test is seen by the committee as the best available screening device. The members understand that cutoff scores for CSU admission have been discussed extensively, with the majority of commenters believing the cut score (500) for undergraduates should be higher than it is at present (perhaps 550, the present cut score for admitting graduate students).

Placement:

Because of the absence of a writing sample, the committee agreed that the TOEFL is not an appropriate diagnostic instrument for placement in coursework, although it appears to aid in placement on several campuses. The English Placement Test (EPT) is widely used for placement, although reportedly ESL professionals consider EPT inappropriate for ESL placement for a variety of reasons. First, the test is designed for native speakers and assumes acquaintance with the American idiom. Second, although attempts are made to identify nonnative speakers and to treat tests accordingly, the resultant placement decisions may not reflect an effective approach to English study for ESL students.

Where multi-level ESL programs exist, national tests such as the Michigan ESL examination or campus-developed instruments such as the English as a Second Language Placement Test (ESLPT) (in use at Sonoma and San Francisco) are used to place students according to skill level within an ESL program.

[18] Brent Bridgeman and Sybil Carlson, Survey of Academic Writing Skills Required of Graduate and Undergraduate Foreign Students, Educational Testing Service, Princeton, New Jersey, January 1983.

It was the belief of some committee members that nonnative speakers should be placed using a standard, systemwide instrument which includes a writing sample and which more accurately assesses their needs and skill level. The Michigan or campus-based tests could be considered, or a separate instrument could be developed.

One of the advantages of a uniform placement approach, it was pointed out, is the likelihood that a systemwide test would tend to standardize the structure of ESL programs on a systemwide basis. Such standardization would require making decisions about the appropriate level and extent of ESL instruction in the CSU.

The committee agreed that an in-depth examination of the need for a specialized placement instrument should be included in recommendations regarding appropriate CSU ESL instruction.

Graduation:

While several campuses did not view the Graduation Writing Assessment Requirement (GWAR) as a problem for students whose first language is not English, several others saw the requirement as a major barrier to graduation for ESL students. As indicated in Appendix 6, several campuses do not allow course options to satisfy the GWAR. It was the sentiment of the committee that competent students whose primary language is not English should have a course or other option to fulfill the graduation writing requirement. This is especially true of visa students who apply their degree knowledge after returning to their native countries. Some committee members saw the GWAR as unfair in that ESL students may never achieve native fluency or sophistication of expression in English and, in the members' opinion, should not be expected to do so.

Faculty Governance/Staffing

The committee discussed at length at several meetings the issues of faculty governance and staffing in ESL programs and the role of ESL faculty as campus employees. The discussions were based on the feelings and beliefs of committee members as well as on campus comments on personnel issues.

The survey indicated that ESL courses were offered through regular academic departments (e.g., English, foreign language), through special state-supported programs (e.g., American Language Program at CSU, Long Beach) and through self-support language institutes and extension programs. Where coursework is offered on a self-support basis, members pointed out that faculty often are part-time and are paid at rates and according to schedules unique to the program. It was asserted that the absence of full-time doctoral level faculty in many self-support programs adversely affects the quality and continuity of instruction Such self-support programs are seen by some as removed from the regular curricular review and faculty governance process.

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Other committee members noted that Deans of Extended Education report to the chief academic officer on the campus and that the assumption is that extension programs are part of the academic program. The relationships of language institute programs to the campus curricula are not as clear and deserve study.

Though the committee declined to take a position on these issues, it was noted that regularized employment and curricular review policies would be a byproduct of a coherent systemwide policy on ESL.

State Support for ESL

As pointed out in several studies, instruction in English as a Second Language traditionally has been a very small part of the university curriculum. Historically, California law has provided for language instruction to nonnative speakers at high schools and community colleges.[19] The growth in programs at the university level is a phenomenon of the last decade.

What has not been determined is the level of instruction and skill which is appropriate to the university. Recently, attempts have been made to establish language proficiency standards to determine the extent to which ESL students are prepared to undertake postsecondary academic programs, in particular at the level of freshman composition.[20] Such studies could serve as important resources for an in-depth approach to determining whether and/or to what extent ESL is appropriate to the college curriculum and to baccalaureate credit. For, in the mind of the committee, the justification of state support for ESL is inextricably bound to the question of baccalaureate credit.

An equally important issue is the question of appropriate clientele for state-supported ESL instruction. As noted earlier, the ratio of resident aliens to visa students has begun to shift dramatically in recent years. A concomitant reduction in revenues from nonresident tuition has occurred.[21] As there is no demonstrable difference between visa students and resident aliens in ESL classes in the need for such instruction, the dual question arises of how such courses should be supported and whether students paying resident fees should receive the same ESL instruction as those paying large sums to enroll. Should ESL courses be designed for visa students only? For visa students and resident aliens only? Or, for all needing such instruction?

[19]"English as a Second Language: Its Scope, Role and Definition within California Community Colleges," pp. 2-3.

[20]Stephen Ross et al., "Expectations and Evaluations of the Second Language Student: Matters of Articulation in California Education," A Report to the English Liaison Committee, Articulation Council of California, February 1984.

[21]Foreign Students in the CSU, pp. 15-16.

RECOMMENDATION

The basic public and educational policy issue concerns the legitimate place and clientele for ESL instruction of the university. It was the consensus of the committee that a group which includes faculty from English and ESL programs and campus academic officers, functioning as an ad hoc subcommittee, should study these curricular issues and recommend a policy statement to the Advisory Committee during academic year 1984-85. Specifically, the subcommittee would recommend:

1. Criteria and standards for courses in English as a Second Language which are appropriate to baccalaureate and General Education credit.

2. Criteria and standards for courses in English as a Second Language which are remedial for university students, including a suggested structure of instructional levels appropriate to the CSU

3. Appropriate means of financing ESL courses

4. Appropriate clientele for both credit-bearing and remedial courses in English as a Second Language.

5. Appropriate testing instrument(s) for placing ESL students in English language courses and for fulfillment of graduation writing requirements by ESL students.

CONCLUSION

Programs in English as a Second Language in the CSU are many and diverse. Campuses have chosen a variety of ways to fill a clear and growing need in the student body. There is no widely accepted structure for or means of financing such programs. Moreover, income from nonresident fees from groups most in need of ESL services is declining as the need for such services increases. It will take careful study by faculty, curriculum planners and academic officers to establish a reasonable policy for providing ESL in The California State University

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Appendix 1

THE CALIFORNIA STATE UNIVERSITY

Advisory Committee on English as a Second Language

Membership

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